



**LEBANON CITY COUNCIL
JULY 15, 2026 - 6:00 PM
COUNCIL CHAMBERS, CITY HALL OR
REMOTE VIA VIRTUAL PLATFORM
LEBANONNH.GOV/LIVE**

To participate in this meeting, please [join live via Microsoft Teams](#) or call 929-229-5356 (access code: 836 383 202#). If you have trouble accessing this meeting, please [email David Brooks](#).

1. Call to Order

The July 15, 2026 Lebanon City Council Meeting is hereby called to order.

2. Pledge of Allegiance

3. Boards and Committee Reports (2nd Quarter 2026)

4. Public Forum Announcement by the Mayor

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

5. City Manager Report

6. Open Council Discussion

7. Open to the Public

8. Recognitions: None

9. Approval of Minutes

- A. MOTION TO approve the minutes as presented in the July 15, 2026 agenda packet.

10. Appointments

- A.
- Planning Board, Jacqueline Gesek (Resident Member)
 - Strategic Plan Task Force, George Blike (Resident Member)
 - Strategic Plan Task Force, Francis Casale (Resident Member)

11. Public Hearing Items

- A. Barrows Street Housing Development Project
- Supplemental Appropriation of up to \$2,050,000 for a new Barrows Street Housing Development Project; Authorization for City Manager to Apply for Loans up to \$1,700,000 to Supplement Existing Grant Funding from NHBEA for Construction and Disposition of the Barrows Street Housing Development Project; Designation of City Manager as Authorized Representative of the City – A public hearing for the purpose of receiving public input and taking action to appropriate up to \$2,050,000 for expenditure in the Redevelopment Properties Revolving Fund for planning, design, permitting, subdivision, construction,

sale, and disposition of a new Barrows Street Housing Development project; to authorize the City Manager to apply for loans up to \$1,700,000 to supplement existing grant funding from the NH Department of Business and Economic Affairs (NHBEA) for construction and disposition of the Barrows Street Housing Development project; and to designate the City Manager as the authorized representative of the City. R-2026-7

- i. Presentation:
- ii. Opening of the Public Hearing:
- iii. Questions & Comments by the Public:
- iv. Closing of the Public Hearing:
- v. Council Deliberation & Action:

B. Boys and Girls Clubs of Central and Northern NH

Community Development Block Grant (CDBG) Public Facilities Application for Boys and Girls Clubs of Central and Northern NH; Adoption of City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for Boys and Girls Clubs of Central and Northern NH - Public hearings for the purpose of receiving public input and taking action on a Community Development Block Grant (CDBG) application proposed by the City of Lebanon to the NH Community Development Finance Authority (CDFA). Counties and communities can apply for CDBG grants up to \$750,000 annually on a competitive basis for housing, public facilities, economic development, and for emergency activities that directly benefit low- and moderate-income persons. Up to \$25,000 is available for planning grants. Public hearings are as follows:

- 1. A public hearing on a proposed CDBG application for up to \$750,000 in CDBG Public Facilities funds to be sub-granted to Boys and Girls Club of Central and Northern New Hampshire (BGCCNNH); and to authorize the City Manager to sign, submit, and execute any documents which may be necessary to effectuate the CDBG Application and contract; and
- 2. A public hearing to adopt the City of Lebanon Anti-Displacement and Relocation Assistance Plan for Boys and Girls Club of Central and Northern New Hampshire (BGCCNNH).

- i. Presentation:
- ii. Opening of the Public Hearing:
- iii. Questions & Comments by the Public:
- iv. Closing of the Public Hearing:
- v. Council Deliberation & Action:

12. Old Business: None

13. New Business

A. Housing Chapter of the Master Plan

Review and Discussion of the draft Housing Chapter of the Master Plan Report by the Housing Task Force with analysis by Urban Land Institute

B. Presentation on Potential Housing Development Capacity Constraints

- C. Discussion of Future Redevelopment Goals for City-Owned Properties at 14, 28, and 30 Main Street, West Lebanon
 - D. Lease Agreement for Land at 6 Aldrich Avenue
Discussion and Authorization for the City Manager to Execute a Donation and Right-of-Entry/Construction Agreement for Land at 6 Aldrich Avenue to Boys and Girls Clubs of Central and Northern New Hampshire
 - E. Release of Collected Public School Impact Fees (2nd Quarter 2026)
- 14. Non-Public Session: None**
- 15. Adjournment**

Meetings are open for in-person and remote attendance. Members of the public who 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 disrupt virtual or phone connection(s), the meeting will continue without remote access capabilities.

Any person with a disability who wishes to attend this public meeting and needs additional accommodation, please contact the ADA coordinator at City Hall by calling 603-448-4220 at least 72 hours in advance so that the City can make any necessary arrangements.

Future Board/Committee/Commission Appointments:
Board/Committee: Class VI Roads Advisory Committee
Position: Regular
Applicant: E. Backstrom

Board/Committee: Library Board of Trustees
Position: Alternate
Applicant: L. Shutz

Proposed Future Agenda Items: Dates may be tentative, and this list is not considered all-inclusive.
August 5, 2026 – Cancelled

August 19, 2026 –

Public Hearing Items:

- A. Reclassification of an Existing Class VI Highway (a Portion of Old Kings Highway) as a Class V Highway
- New Business:
- A. Review of Elderly Property Tax Exemptions
 - B. Discussion of Abatement Request from Lady Rich Express Carwash, 1 Martin Drive, West Lebanon
 - C. Review of Properties Qualified for Tax Deeding and Recommendation to Waive Tax Deeding
 - D. Dog Licensing Civil Forfeiture Update
 - E. Discussion of Renaming Lebanon Pedestrian Mall in Honor of Jim Vanier
 - F. Discussion RE: Council Housing Goals, Necessary Zoning amendments

September 2, 2026 –

Public Hearing Items:

- A. Reclassification of Laplante Road Extension (Class VI Road #7) from a Class VI Road to a Class A Trail
 - B. Reclassification of Baker Lane (Class VI Road #27) from a Class VI Road to a Class A Trail
- New Business:
- A. Review and Discussion of 2026 2nd Quarter Budget Report
 - B. Annual Review and Re-Adoption of City Council Policy CC-100, Cash Management & Investment
 - C. Annual Review of City Council Policy CC-101.1, Fund Balance
 - D. Landfill Gas to Energy Update

**Agenda
Lebanon City Council
July 15, 2026**

9. Acceptance Of Minutes:

Minutes To Be Accepted

- July 1, 2026

MOVED, to approve the minutes as presented in the July 15, 2026 agenda packet.

DRAFT

**LEBANON CITY COUNCIL
MEETING MINUTES
Wednesday, July 1, 2026 6:00 p.m.
Council Chambers**

Remote Via Microsoft Teams: LebanonNH.gov/Live

MEMBERS PRESENT: Mayor Douglas Whittlesey, Assistant Mayor Devin Wilkie, Kellen Appleton, Nicole Ford Burley, Eric Cole, Andrew Faunce, Lori Key, and Laurel Stavis

MEMBERS ABSENT: Timothy McNamara

STAFF PRESENT: City Manager Andrew Hosmer, Deputy City Manager David Brooks, Deputy Director Planning and Development Tim Corwin, Senior Planner Rebecca Owens, Finance Director Alesia Williams, DPW Director Jay Cairelli

1. CALL TO ORDER: Mayor Whittlesey called the meeting to order at 6:00 p.m.

- City Manager Andrew Hosmer announced the meeting criteria for attendees.

2. PLEDGE OF ALLEGIANCE: Mayor Whittlesey led the Council in the Pledge.

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

4. CITY MANAGER REPORT:

City Manager Hosmer updated the Council on the following:

- Protocol for the heatwave: Cooling area resources are the Downtown Public Library; the Kilton Public Library, the Lebanon Senior Center, Lebanon City Hall. The Laconia Municipal Pool will be open through the weekend and will be free to the residents of Lebanon. (Detailed information can be found on the City's Website.)
- Significant construction taking place throughout the City of Lebanon. The City has made some tradeoffs and in retrospect we could have revisited some of the pedestrian/bike traffic along walkways and the issues we are having right now in trying to create the safest route.
- July Fireworks: Taking place on July 2nd after the Farmer's Market. Fireworks will be launched from Storrs Hill. Our friends at Novo Nordisk were kind enough to sponsor the fireworks show this year.
- Mack Avenue: Smoke tests are scheduled for July 2nd between 8-9AM. A full analysis will be done once the test is completed.

Councilor Faunce noted the navigation of the Mechanic Street Circle without a flagger is difficult.

5. OPEN COUNCIL DISCUSSION:

6. OPEN TO PUBLIC: NO ONE CAME FORTH

7. RECOGNITIONS: NONE

1 **8. ACCEPTANCE OF MINUTES:** June 17, 2026 (Regular Meeting)

2 Amendments: Page 14, line 15: Change Councilor Stavis to Councilor Cole: Page 15, between line 15
3 & 16: Add statement- the City is making sure that we are not being accused of spot zoning: Page 14, line
4 32: Statement should read: asked if there was a site plan finalized. If so, they should be locked into that
5 for the future. Page 14, lines 39-42: For clarification Councilor Faunce's statement should read as
6 follows: Councilor Faunce was concerned about whether the intended future use of the Child Care
7 Facility would negatively impact all of the desired and potential uses of the SAU building and its
8 surrounding grounds.
9

10 **Councilor Appleton arrived at approximately 6:10PM.**

11
12 *Councilor Faunce MOVED to approve the June 17, 2026 minutes as amended and presented in the*
13 *July 1, 2026 City Council agenda packet.*
14 *Seconded by Councilor N. Ford Burley.*
15

16 *The Vote on the MOTION was approved (8-0).*
17

18 **9. APPOINTMENTS:**

19 Mayor Whittlesey noted the Council will be appointing up to 6 candidates tonight: Four (4) will be
20 regular Citizen Members and two (2) will be alternates. He presented the highlights of each of the
21 candidates' background credentials in alphabetical order as listed below (which can be found on pages
22 21-33, Council agenda packet).
23

- 24 • Finance Advisory Committee, Francis Casale (Citizen Member) TERM: To Be Determined
- 25 • Finance Advisory Committee, Bill Martin (Citizen Member) TERM: To Be Determined
- 26 • Finance Advisory Committee, Robert Moses (Citizen Member) TERM: To Be Determined
- 27 • Finance Advisory Committee, Kevin Purcell (Citizen Member) TERM: To Be Determined
- 28 • Finance Advisory Committee, Jay Simms (Citizen Member) TERM: To Be Determined
- 29 • Finance Advisory Committee, Matthew Smith (Citizen Member) TERM: To Be Determined
30

31 Mayor Whittlesey handed out two (2) sets of paper ballots to the Council: One to vote on the regular
32 membership and one for voting on alternates and instructed the Council on how the voting process would
33 proceed, noting that the four (4) highest vote getters would be regular members. A vote would then be
34 taken on the alternates. For the sake of transparency, he requested that Councilors sign each of their
35 voting ballots so that they could be included in the minutes, along with the results of the votes.
36

37 **RESULTS OF THE PAPER BALLOTS FROM THE COUNCIL.**

38 **NOTE:** The top four (4) candidates were selected to be Regular Citizen Members of the Lebanon
39 Finance Advisory Committee. The remaining two (2) candidates would be voted on separately to fill the
40 Alternate Citizen Membership positions.
41

	Jay Simms	Matthew Smith	Kevin Purcell	Francis Casale	Robert Moses	Bill Martin	
Stavis	1	1		1		1	
Cole	1		1	1		1	
Wilkie	1	1			1	1	
Key	1		1	1	1		
Appleton	1	1	1		1		
Ford Burley	1	1			1	1	
Faunce	1		1	1	1		
Whittlesey	1	1			1	1	
McNamara - ABSENT							
TOTAL	8	5	4	4	6	5	32
	Jay Simms	8					
	Robert Moses	6					
	Bill Martin	5					
	Matthew Smith	5					
	Kevin Purcell	4					
	Francis Casale	4					

SIGNED COUNCIL FINANCE ADVISORY COMMITTEE VOTING RECORDS

COUNCILOR:



SELECTIONS FOR ALTERNATE MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE (Please circle up to 2)

Jay Simms (1)
8
Fran Casale
4

Matt Smith (3)
5
Bob Moses (2)
6

Kevin Purcell
4
Bill Martin (4)
5

COUNCILOR: Stavis

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

COUNCILOR: Cole

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

COUNCILOR: Wilkie

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

COUNCILOR: Key

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

1

COUNCILOR: Appleton

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

2

COUNCILOR: Ford Berkeley

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

3

COUNCILOR: Favre

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

4
5

COUNCILOR: Whittlesey

SELECTIONS FOR REGULAR MEMBERSHIP OF FINANCIAL ADVISORY COMMITTEE
(Please circle up to 4)

Jay Simms	Matt Smith	Kevin Purcell
Fran Casale	Bob Moses	Bill Martin

6
7

1 *Mayor Whittlesey MOVED to NOMINATE each of the following candidates as Regular Citizen*
2 *Members to the Lebanon Finance Advisory Committee:*

- 3 1. Jay Simms
- 4 2. Robert Moses
- 5 3. Bill Martin
- 6 4. Matthew Smith

7 *No second required.*

8
9 **The Vote on the NOMINATIONS were approved (8-0).*

10
11 **ALTERNATE MEMBERS:**

12
13 *Mayor Whittlesey MOVED to NOMINATE Kevin Purcell as an Alternate Citizen Member to the*
14 *Finance Advisory Committee.*

15 *No Second required.*

16 **The Vote on the NOMINATION was approved (8-0).*

17
18 *Mayor Whittlesey MOVED to NOMINATE Francis Casale as an Alternate Citizen Member to the*
19 *Finance Advisory Committee.*

20 *No second required.*

21
22 **The Vote on the NOMINATION was approved (8-0).*

23
24 **10. PUBLIC HEARING ITEMS: NONE**

25
26 **11. OLD BUSINESS: NONE**

27
28 **12. NEW BUSINESS**

- 29 A. Public Information Presentation for NHDOT Route 10 Culvert Replacement
30 Project, Lebanon 44776

31
32 Included in the agenda packet: [\(All supportive documents and detailed information can be found on pages](#)
33 [34-55, Council agenda packet.\)](#)

- 34 1. Lebanon 44776, NH Route 10 Culvert Replacement presentation

35
36 Mr. Kirk Mudgett (NH DOT Project Manager for this project), Mr. Chris Wall and Mr. John Cairelli
37 reviewed the background and gave a presentation on the project's location, existing conditions, the project
38 goals, design alternatives, proposed improvements, traffic management, schedule for construction and the
39 proposed costs. Mr. Mudgett also noted they have invited abutting parcel owners to attend this meeting to
40 make sure this meeting serves as a combined public officials and public informational meeting. A Public
41 Hearing for this project is expected to take place later this summer. This project is funded at 80% Federal
42 Funds and 20% State Funds through the Culvert Rehab/Replacement/Drainage Repairs Program. **No**
43 **Local Funds are being sought.**

44
45 **BACKGROUND**

46 The New Hampshire Department of Transportation is currently in the design phase of a project to replace an
47 existing culvert underneath NH Route 10 approximately 1/2 mile south of the Wilder Dam and 1/4 mile
48 north of Fountain Way (The Falls). The project proposes the replacement of an existing 3.5'x4' concrete box
49 culvert with an 8'x 5' concrete box culvert. Construction of the project is currently anticipated for Fall 2027.

1 NHDOT staff requested a present of the project be given at a City Council meeting to serve as a combined
2 public information session and public officials meeting to hear concerns and answer questions from the
3 City and abutters.

4 **Council/Staff Comments:**

5 A summarization of the Council's comments and discussions included the placement of temporary traffic
6 signals; anticipated timeline of construction (within one construction season); streets not listed on the
7 project location map; whether or not any of the right of ways will be located on the River Park land (there
8 will need to be a small easement on that parcel since there is no regulated purchased land for this parcel);
9 whether or not the stream under the culvert is an intermittent or perennial stream (unknown); whether or
10 not the culvert would be sufficient to handle the streams waters in extreme weather conditions; the total
11 length of road before/after the shoulders (the paved length of the lanes from the shoulder will be +/- 11 ft
12 lanes and +/- 5ft shoulders, the paved surface will be +/- 2 ft wide; looking at the full length of that road
13 with respect to whether or not that improvement in the shoulder might be extended (has not been looked
14 at for last 15 years); whether or not there is a plan to provide regular, routine flora maintenance and if not,
15 can a plan be put in place to manage the vegetation along the guardrail (for pedestrians and bicycles); and
16 whether or not this project is undergoing review for §106.

17
18 Deputy City Manager Brooks noted that Route 10 is a State-Wide bike route and while going from a 1 ft
19 paved shoulder to a 2 ft. paved shoulder is an improvement for cyclists, going to 3 ft or 4 ft would be
20 even better. This would still provide separation from the guardrail and from the other lanes.

21
22 Ms. Rebecca Owens (City of Lebanon Senior Planner, Representative of Advance Transit) came forth and
23 was interested in hearing about the plan they had for stakeholders' outreach for those who have time
24 sensitive services. Mr. Mudgett stated they have not gone through that noting it is a challenge to just keep
25 the roadway open. They have not done outreach specifically for any groups.

26
27 **ACTION: *No action is required. This item is for informational purposes only.***

28
29 **B. Presentation of Proposals for Essential Air Service Contract with U.S. Department of**
30 **Transportation for Lebanon Airport**

31
32 Included in the agenda packet: [\(All supportive documents and detailed information can be found on pages](#)
33 [56-130, Council agenda packet\)](#)

- 34 1. US Department of Transportation Order Requesting Proposals, DOT-OST-2003-
35 14822, issued April 14, 2026
36 2. Boutique Air, Essential Air Service Proposal
37 3. Cape Air, Essential Air Service Proposal
38 4. Contour Airlines, Essential Air Service Proposal
39 5. 2026 EAS Proposals Summary Spreadsheet
40 6. Public Comments – as of June 23, 2026

41
42 Mayor Whittlesey noted the City has three proposals to provide Essential Air Services (EAS) out of the
43 City of Lebanon's Airport. We will hear each proposal in alphabetical order. We will not hear public
44 comments during the presentations but will take public comments after all EAS presentations have been
45 given. The 3-minute rule will be adhered to given the number of attendees present for this topic. He
46 encouraged attendees not to provide repetitive comments and explained the process of selection, noting
47 that while the Council can provide input to the FAA, the Council does not make a decision on which EAS

1 the City will have: the FAA makes that decision. The Council's purpose tonight is to hear proposals and
2 make a recommendation for who the City of Lebanon would like to see as EAS.

3
4 Representatives from Boutique Air, Cape Air, and Contour Airlines were present on July 1st to review their
5 respective proposals and answer questions.

6 7 **BACKGROUND**

8 Cape Air's current contract with the U.S. Department of Transportation (USDOT) to provide Essential Air
9 Service (EAS) to the Lebanon Airport will expire on November 30, 2026. In anticipation of the contract
10 expiration, the USDOT issued an order on April 14, 2026 requesting proposals from air carriers interested
11 in providing EAS for a new contract term beginning December 1, 2026.

12 The USDOT received proposals from Boutique Air, Cape Air, and Contour Airlines prior to the May 27,
13 2026 submission deadline, which were subsequently forwarded to the City for review. Airport Manager
14 Carl Gross has prepared a spreadsheet summary of the three EAS proposals, including the number flights
15 and destination options presented by each air carrier.

16 The USDOT is requesting comments from the City Council relative to a recommended EAS carrier for
17 Lebanon Airport for the upcoming contract term. All comments must be submitted to USDOT no later than
18 July 2, 2026.

19
20 **The following Essential Airline Service (EAS) proposals were presented as follows:**

21 22 **BOUTIQUE AIR:**

23 Mr. Nick Newsome (Assistant Chief Pilot with Boutique Air) and Ms. Katie Igarta (Senior Project
24 Manager Manager/Marketing Director for Boutique Air) reviewed and explained Boutique Air's proposal,
25 the airlines history, a description of their aircraft fleet, the airline's reliability, cost of tickets/fees,
26 revenues and expenses, scheduling proposal for Lebanon, marketing strategies and benefits, safety
27 factors, and connections to other airlines/terminals outside of Lebanon, NH.

28
29 Council Comments: NONE

30 31 **CAPE AIR:**

32 Mr. Mike Migliore (President/CEO Cape Air), Mr. Chuck Furara (Vice President of Corporate and
33 Airport Affairs) and Ms. Rebecca Chase (Director of Marketing) along with other members of Cape Air
34 were present at this meeting.

35
36 Mr. Migliore, Mr. Furara, and Ms. Chase reviewed Cape Air's past history of service in the City of
37 Lebanon, NH and their connections within our community. They reviewed and explained Cape Air's
38 proposal, the airlines history, a description of their aircraft fleet, the airline's reliability, cost of tickets,
39 revenues and expenses, scheduling proposal for Lebanon, marketing strategies and benefits, shuttle
40 services, safety factors, and connections to other airlines/terminals outside of Lebanon, NH.

41
42 Council Comments:

43 Mayor Whittlesey questioned if the Tecnam are the main airplanes being used or if they are still using the
44 Cessna's. Mr. Migliore stated they are still using both, noting they have 30 Tecnams and they schedule
45 the Tecnams 100% of the time but would much rather backfill with the Cessna 402s than cancel flights.

1 At the request of Mayor Whittlesey, Mr. Migliore gave an overview of the Tecnam's storage, seating
2 capacity (2 for pilots and 9 in back), overall performance: (dual turbo engine, very reliable) has the most
3 advanced avionics for pilots, including radar and GPS, and speed is similar to the 402.

4
5 In response to Councilor Cole's question regarding the price of tickets from Lebanon to Boston, Mr.
6 Migliore noted the lowest price starts at \$59.00 right now, but tickets are tiered. Prices are a little different
7 from Boston than White Plains, NY.

8 9 **CONTOUR AIR:**

10 Mr. Ben Munson (President, Contour Airlines) and Mr. Chris Ambian (Corporate Controller) reviewed
11 and explained Contour Air's proposal, the airline's history, their plan for Lebanon, a description of their
12 aircraft fleet, the airline's reliability, cost of tickets/fees, revenues and expenses, shuttle services,
13 scheduling proposal for Lebanon, marketing strategies, and connections to other airlines outside of
14 Lebanon, NH.

15 16 **Summarizations of Clarifying Questions and answers from Council/Staff/Presenters:**

17 City Manager Hosmer noted all three presentations were very good and presented the following questions
18 to the non-Cape Air folks.

- 19
- 20 • He wanted to know what their ability is to package the shuttle service from White Plains, NY
21 to mid-town and maintain their price structure:
 - 22 ○ Contour Airlines: This is something they would be interested in maintaining if the
23 Westchester Service continues. They would have to find a larger vehicle than they have
24 today but would absolutely be willing to maintain that service transportation connection
25 to the flight.
 - 26 ○ Boutique Airlines: They are willing to extend the same service that is available now.
 - 27
28 • The City has limited levers at the Airport to drive revenue, noting this is a City-owned
29 Airport and we need to answer questions from our constituents. As a result, he questioned
30 what is in it for us as a City-owned Airport as it has a significant cost structure. It is a well
31 run Airport and is improving every year to drive additional revenues. One of the levers the
32 City depends on is fuel flowage fees, which is important to the way we operate. We would
33 like to ensure that you will be pumping the same amount of fuel as Cape Air, or more, to
34 make sure that revenue structure will stay in place for a consistent flow of revenues.
 - 35 • Boutique Airlines: They primarily purchase fuel at their outstations in Pendelton and
36 Massena. He believed they purchased 25K gallons in Massena for 3 round trips.
 - 37 • Contour Airlines: They expect they would be using more fuel (from the Lebanon
38 Airport) but sometimes they manage things a little differently because of the amount of
39 fuel they are consuming and the cost differences (i.e., costs at Dulles vs. Lebanon). They would
40 enter into a contract with the Airport to commit to a minimum fuel flowage fee per month,
41 whether they uplift or not. They can make sure Lebanon maintains the economics it has today.
 - 42 • If the Lebanon Airport starts to see an increase in demand for services they provide, what is
43 your flexibility in increasing frequency for those very popular routes during specific times of
44 year.
 - 45 • Contour Airlines: The aircraft they are operating is built to fly 8-9 hours a day. So, when
46 there is an opportunity with demand, it is our incentive to be flexible.

- 1 • We have seen a significant inflationary impact on fuel which creates a little havoc. He
2 wanted to make sure the City, and any EAS provider has the ability to weather these
3 difficult periods in the economy and survive. This is critically important to us once we
4 become dependent on a certain service. He wanted to know how the price of fuel and oil is
5 impacting your overall operational costs so the City can feel good that for the next 4 year
6 stretch the company will still be here.
- 7 • Contour Airlines: They explained their reasons why they would be able to weather the
8 market.
- 9 • Boutique Airlines: They have seen a significant increase in the price of fuel recently
10 (i.e., at Boston it is now \$11/gal.). We have been operating at Boston for roughly 10
11 years and have had made no changes to services or in ticket prices, so a \$79.00/ticket
12 price is \$79.00.
- 13 • Cape Air: Like Contour, they have been in business for 37 years. As for fuel, they use
14 AvGas, which is a little different than Jet Fuel. (AvGas and diesel fuel are designed
15 for piston engines, whereas jet fuel is designed for turbine engines.) Their overall cost
16 for fuel is roughly about 12% of their total cost so for us it is not that big of a deal.
- 17 • Are there any union/labor negotiations that the City should be aware of?
- 18 • Boutique Airlines: They belong to no Unions
- 19 • Contour Airline: They belong to no Unions
- 20 • Cape Air: They have a Pilots' Union and have just entered into a 4-year contract with
21 them.

22
23 Mayor Whittlesey opened the meeting for a Public Comment Session regarding EAS at the Lebanon
24 Airport and the following came forth to give their testimonies. He also noted that in the Council agenda
25 packet, there is an extensive list of supportive comments (for each airline).

- 26
27 • **Mr. Chris McIntyre (Grafton, NH):** He spoke about his reasons why he supports Cape Air.
28 There is human interest here, and this is one of them, noting Cape Air, over the years, have
29 woven themselves into the fabric of Lebanon (i.e., we live, work, shop, shop, and go to church
30 here).
- 31 • **Mr. Tom Buck (Orford, NH):** He spoke about his reasons why he and his wife support Cape
32 Air.
- 33 • **Mr. Christopher Johnson (lives in Quechee, VT and has office in NYC):** He is an attorney in
34 NYC and spoke about his reasons why he supported Cape Air, noting their convenient flight
35 frequency, shuttle services, reliability that has been proven over 15 years in Lebanon's weather
36 conditions, safety factors, and the experience of the pilots who fly in/out of Lebanon's Airport.
37 While not an aviation attorney, he spoke about the Contour proposal that specifical states its
38 flights would be conducted as a Part 308 Public AV Charter. His understanding is that it would
39 require Lebanon to wave its Statutory Right to scheduled air service or convert to an alternate
40 EAS program, which is a significant change in the legal framework.
- 41 • **Ms. Alice Roberge (St. Albans, VT):** She spoke about her reasons why she supported Cape Air,
42 specifically noting how they saved her life while she was ill with a terminal cancer diagnosis and
43 sought alternative care at the Memorial Kittery Sloan Medical Cancer Center in Manhattan, NY
44 for a Phase I Clinical Trial. She praised the frequency of flights, the competency and empathy of
45 staff, and especially the shuttle services and driver Cape Air provided, who would often drop her
46 off and pick her up at the hospital. You never know when another life may depend on them.

- 1 • **Mr. Suldon Kennovick (Lebanon, NH):** He spoke about his reasons why he supported Contour
2 Airlines, noting his economic reasons and the potential travel to different destinations.
- 3 • **Mr. Peter Spencer (Hanover, NH):** He spoke about his reasons why he supported Cape Air,
4 noting the destinations, frequency of flights, and free ground service (from White Plains, NY).
- 5 • **Mr. Shawn O'Donnell (Vermont):** He spoke about his reason why he supported Cape Air.
- 6 • **Mr. Sean Cayhill (lives in Woodstock, VT and has firms in both Boston and NYC):** After
7 explaining his job-related duties, he spoke his reasons why he supported Cape Air, noting the
8 reliability, frequency of flights, and fairs.
- 9 • **Mr. Bill Sandee (Woodstock, VT):** He spoke about reasons why he supported Cape Air, noting
10 a similar health experience as Ms. Roberge. He praised the willingness of staff to get him on a
11 flight the next day so he could undergo an emergency operation in NYC. The service and quality
12 of their employees are unmatched.
- 13 • **Ms. Angela Park (Norwich/Office in Manhattan, NY and lives there part-time):** She spoke
14 about her reason why she supported Cape Air, noting their flight frequency, customer service, and
15 their community ties in Lebanon.
- 16 • **Mr. Adam Gaston (Pomfret, VT):** In the interest of full transparency, he used to work for Cape
17 Air from 2001 – 2008 and spoke about his positive work experience with Cape Air and the reason
18 why he supported them, noting Cape Air represents the gold standard of what an EAS should be.
- 19 • **Ms. Ann Saban (Lives in NH and works in NYC).** She spoke about her reasons why she
20 supported Cape Air, noting the frequency of flights, friendliness of customer service, and their
21 reliable service and shuttle services.

22
23 **After hearing no more comments from the public, Mayor Whittlesey closed the Public Comment**
24 **Session.**

25
26 At the request of Mayor Whittlesey, Mr. Carl Gross (Airport Director), explained the Part 308 Waiver and
27 some of the legal technicalities. He noted that the Part 308 operates as a Public Charter for aircraft (EAS)
28 that has <10 seats and aircraft > 30 seats. It would be a waiver from a scheduled air service at the airport.
29 With that said, they are operating as a public scheduled charter. What the City went through the last time
30 EAS came up for review was a potential waiver to go from two engines to one engine. Depending on the
31 EAS choice, the Council may potentially need to make that waiver. Cape Air has a twin engine, which the
32 Council would not have to waive right now. For Boutique Airlines, the Council would have to make a
33 single engine waiver.

34
35 Once the Council makes a waiver, the ability to demand that type of service in the future is gone. If the
36 City went to a >30 aircraft, the Airport would have to become certificated again and that is when we
37 would have to bring the Fire Service back to the Lebanon Airport. This would mean having a Fire
38 Department Certificated as Airport Rescue and Fire Fighter personnel and we would have to have
39 personnel at the Lebanon Airport at a minimum of 15 minutes before and 15 minutes after any scheduled
40 (airline) arrival or departure. We would essentially be paying the Lebanon Fire Department to come out
41 and provide that service and then the Lebanon Airport, itself, would need to be certified again. For those
42 flights, we would have to have someone who is able to perform an airfield inspection at the airport, which
43 would require more staffing (potentially +/- 2 people) be hired at the airport.

44
45 **Summarization of Council/Staff Discussions and Comments included:**

Whether or not the City would be waiving the requirements for the two engine aircraft to a one engine aircraft in the future; the limitations on what can be required by the City in the proposal and since none of the proposals have more than 30 seats there are no limitations required and no need to recertify the Airport so no additional staffing would be needed; whether or not there are options for a carrier to be able to offer additional departures (they can do this at their own risk but the NH DOT will only subsidize EAS based on the number of seats); what the impact would be the on the City's revenues if the Airport went from 6 flights a day of landing fees to 12 per week on a larger aircraft (this is based on the weight of the aircraft and would almost be a negligible difference for us); how enplanements are going for the City this year and whether or not it is reflective of nationwide trends (the City is currently down +/- 150 passengers from last year and nationwide we have been slightly below last year's average but it is starting to level off); the total number of survey responses (620, as of today. Preferences for a particular airline were Contour – 58% (357), Cape Air 31% (193), Boutique 10% (60). The survey did not ask where those individuals were responding from); the observation that only one person who gave testimony for their preferred airline lives in Lebanon; how the Airport in Lebanon seems to be important to those living outside of Lebanon; why the data on enplanements in Lebanon was down by 10%; the enplanements last year were +/- 8,500; the importance of having 10K enplanements for the Lebanon Airport; the DOT's reauthorization and how they removed the 10K enplanement requirement for funding – their set rate (of funding) is now based on a set rate of per passenger (+/- \$135 per passenger in funding for the Lebanon Airport).

Summarization of Individual Councilor comments:

Councilor N. Ford Burley: She spoke about how impressed she was with the public comments, and the comments included in the agenda packet. She was very surprised with the positive feedback for Contour Air but after reviewing the comments tonight it struck her that most of the positive Cape Air comments were from folks who do fly out of Lebanon and do make use of the Lebanon Airport on a regular basis. She felt the comments in favor of Contour Airlines were aspirational but was wondering how much of their, and Boutique's (proposals) would manifest if one of these were chosen. While this is Lebanon's Airport, make no mistake this is the Upper Valley's Airport.

Councilor Appleton: She spoke about how well the Lebanon Airport is connected regionally in terms of the high quality transportation services we offer. She thought that being able to keep the frequency of airline flights, along with the destinations (Boston/NYC) is more important than being able to access once daily flights to Washington DC or JFK and further explained her reasons. Frequency does matter and that is what makes these services (Cape Air) reliable.

Councilor Stavis: She has flown many Cape Air flights through the years and really appreciated the White Plains, NY flights. She made the observation that, while it is true, many of the people who spoke here this evening do not live in Lebanon, it is to Lebanon's great advantage in having those people utilize our services to conduct their lives and businesses. She finds that Cape Air's Services are exceptional.

Assistant Mayor Wilkie: While he was uncertain where his thoughts would go, he did agree with Councilor Cole regarding the comments that we did get a lot of input on Cape Air from people who do not live in Lebanon. In speaking with his neighbors, there was a general consensus that they are not using Cape Air but would be inclined to use Contours Airlines' services and spoke about his concerns that they may not be frequent flyers. He felt that keeping the base as it is now, is something to consider. To date, he thought there is more appetite for strengthening what we already have. Personally, he spoke about his reasons for selecting Contour Airlines. While he was uncertain what his preference would be, he did think

1 there is value in considering something maintained here and that we should continue to expand on this
2 rather than swap it for something that may be better.

3
4 Councilor N. Ford Burley questioned the idea of expanding and moving out of the New England region
5 and further explained her reasoning. She felt the frequency of flights (out of the Lebanon Airport) is
6 important.

7
8 Councilor Cole: It sounds like there is potential for additional at risk flights. For Contour it sounds like
9 there is potential, if the demand is there, for additional flights (could add up to 2 additional flights per
10 week if there is the demand). He, Mayor Whittlesey and City Manager Hosmer discussed the at risk
11 flights, the per flight minimum number of passengers that would be needed to make that flight profitable,
12 etc. Councilor Cole's point was that if the demand was there, there is the potential for higher flight
13 frequencies from Contour.

14
15 Councilor Key: She spoke about her past flight experience with Cape Air and noted it was difficult
16 because it has only 9 seats and there has never been a seat available. It is a small plane. She liked that the
17 City has had a positive experience with the company, and it has been positive for people who are using it
18 all the time but was uncertain if we really are achieving the full potential of who may utilize the Airline
19 and further spoke about her reasons. An Airline that could support more growth, landings, etc., may open
20 the Airport up to more people who may be interested in flying out of Lebanon.

21
22 Councilor Faunce: This is a classical case of having a known entity that is comfortable and delivers a
23 small town easy walk up, free parking, etc. that you cannot get anywhere else. Then you separately have
24 people that may aspire to do something different, like having more options. However, those options are
25 also down the road in Manchester, NH or somewhere else, for family trips or an exotic port of call. We
26 have the something (in Lebanon) now that is working, and that is meeting a lot of needs (be it limited) of
27 a lot of people. He would like to look at the data regarding people's aspirations, or drill into the survey
28 questions, before picking a choice.

29
30 Councilor Stavis: She was uncertain how much useful data you can glean from the past and noted that she
31 was once on the Airport Advisory Committee back where there were 18 seats on another airline. As she
32 recalled, enplanements were way down and the Airport was a real problem for Lebanon at that point. If
33 any correlation from that past experience can be drawn to a future experience with larger planes, she
34 wanted to offer this (her comments) as one experience.

35
36 Mayor Whittlesey noted the choice comes down to choosing the options that level frequency and
37 convenience, which will have an emphasis on business-related travel or the need for airline activity for
38 leisure travel, or opening up more recreational travel with far less flight options. The Council needs to be
39 very careful so that if the leisure travel is chosen, it would need to offset the loss of business travel. From
40 an overall approach, business travel is a lot less competitive, and the convenience and location are the
41 most critical factor. Being able to fly directly to the airport you can arrive at/come out of and the interline
42 connectivity is also important, especially to Boston and New York. Leisure travel is lot more competitive
43 and can be done in places like Burlington, VT; Manchester, NH; Boston, MA; Hartford, CT; etc., noting
44 that when you are traveling for leisure you are expecting to be traveling and this is not as time sensitive.
45 His concern is that we will not generate the leisure travel enplanements necessary to offset the loss of
46 business travel enplanements. He emphasized that Cape Air is in our community and further explained his
47 reasons.

1
2 In response to Councilor Cole’s question about whether or not the Lebanon Airport could have both,
3 Mayor Whittlesey said no. We (the Council) are only making a recommendation to the FAA. They will be
4 choosing one (EAS) provider but will be taking our recommendation into consideration.

5
6 Deputy City Manager Brooks (before voting on a Motion) presented a screenshot of the expanded Motion
7 that included the waivers that were discussed.

8
9 **ACTION:**

10 ***Councilor Appleton MOVED, that the Lebanon City Council hereby recommends to the United States***
11 ***Department of Transportation that Cape Air be selected to provide Essential Air Service to the***
12 ***Lebanon Airport (LEB) for a (4) Four-year term beginning December 1, 2026.***

13
14 ***Be it Further MOVED that the Lebanon City Council understands that Cape Air may operate its***
15 ***service utilizing a 9-seat, single engine aircraft and hereby waives its right to receives Essential Air***
16 ***Service with 15-seat or larger aircraft and waives the right to use a multi-engine aircraft as a selection***
17 ***criterion.***

18 ***Seconded by Councilor N. Ford Burley.***

19
20 ****The Vote on the Motion was approved (7-1). Councilor Cole opposed.***

21
22 **C. Discussion and Set Public Hearing for July 15, 2026:**

- 23 1. CDBG Application for Boys and Girls Clubs of Central and Northern New
24 Hampshire (BGCCNNH)
25 2. Adoption of Anti-Displacement and Relocation Assistance Plan for Boys and Girls
26 Clubs of Central and Northern New Hampshire (BGCCNNH)
27

28 **Mayor Whittlesey emphasized to the Council that the purpose of the remaining two items is just to**
29 **set the Public Hearing. These items will be discussed, and input will be taken, at the Public Hearing.**
30

31 Included in the agenda packet: [\(All supportive documents and detailed information can be found on pages](#)
32 [131-137, Council agenda packet\).](#)

- 33 1. Project Description – Boys and Girls Clubs Upper Valley Childcare Center
34 2. City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for the Boys and
35 Girls Clubs of Central and Northern New Hampshire
36

37 Ms. Rebecca Owens (Senior Planner) reviewed and explained the background as listed below. She also
38 noted that this topic is only to set the Public Hearing for July 15, 2026. The Motions, as listed below, will
39 need to be voted on separately. If the grant is awarded; the City would be the grantee and would subgrant
40 funding to the Boys/Girls Clubs through a formal Subrecipient Agreement that is separate from any
41 proposed license of lease agreements. The City would own or operate the facility.
42

43 **BACKGROUND**

44 The New Hampshire Community Development Finance Authority (CDFA) receives approximately \$9
45 million annually for the statewide Community Development Block Grant (CDBG) program, which
46 includes all non-entitlement municipalities and counties. Counties and communities can apply annually
47 on a competitive basis for CDBG grants up to \$750,000 for housing and public facilities; \$500,000 for
48 economic development activities that directly benefit low-and moderate-income persons; and up to

1 \$25,000 for feasibility/planning study grants.

2
3 The Boys and Girls Clubs of Central and Northern New Hampshire requests that the Lebanon City
4 Council support and authorize the submission of a CDBG application for Public Facilities for up to
5 \$750,000 to support the Boys and Girls Clubs' Upper Valley childcare facility. The proposed location for
6 the facility is 20 Seminary Hill Road, West Lebanon (Tax Map 86, Lot 25), which is owned by the
7 Lebanon School District, SAU88, with a portion of related site improvements to be located on the
8 adjacent City-owned property at 6 Aldrich Avenue (Tax Map 86, Lot 25, Plot 100).

9
10 **Summarization of Council/Staff Comments:**

11
12 In response to Councilor Cole's question regarding if there was any reason why the City would not be
13 administrator, Ms. Owens explained that it could take up to 25% of her time and further explained the
14 costs and work involved in administering the grant. Mayor Whittlesey further explained the technicalities,
15 compliance issues and administrative burden involved with the of administering a Subrecipient
16 Agreement.

17
18 At Councilor Cole's request, Ms. Owens and City Manager Hosmer explained the City of Lebanon's
19 Residential Anti-Displacement and Relocation Assistance Plan.

20
21 Councilor Faunce questioned what the ongoing use of the SAU building and how and whether that might
22 be affected by there being another building used specifically for children on the same lot. Mayor
23 Whittlesey noted this would be discussed at the Public Hearing. In response to Councilor Faunce's second
24 question, City Manager Hosmer noted this could be discussed at the Council's Special meeting set for
25 tomorrow, Thursday, July 2nd, 2026.

26
27 **ACTION:**

28 *Assistant Mayor Wilkie MOVED, that the Lebanon City Council hereby schedules one public hearings*
29 *for Wednesday, July 15, 2026, beginning at 6:00pm, Council Chambers, City Hall, and Remote via the*
30 *City's Virtual Platform, for the following:*

- 31
32 **1) A public hearing for the purpose of receiving public input and taking action on a proposed**
33 **CDBG grant application for up to \$750,000 in CDBG Public Facilities funds to be sub-**
34 **granted to the Boys and Girls Clubs of Central and Northern New Hampshire; and to**
35 **authorize the City Manager to sign, submit, and execute any documents which may be**
36 **necessary to effectuate the CDBG Application and contract.**

37 *Seconded by Councilor Appleton.*

38
39 **The Vote on the MOTION was approved (8-0).*

40
41 *Assistant Mayor Wilkie MOVED, that the Lebanon City Council hereby schedules a public hearing for*
42 *Wednesday, July 15, 2026, beginning at 6:00pm, Council Chambers, City Hall, and Remote via the*
43 *City's Virtual Platform, for the following:*

- 44
45 **2) A public hearing for the purpose of receiving public input and taking action to adopt the**
46 **City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for the**
47 **Boys and Girls Clubs of Central and Northern New Hampshire.**

48 *Seconded by Councilor Appleton*
49

1 **The Vote on the Motion was approved (8-0)*

2
3 **D. Discussion & Set Public Hearing for August 19, 2026: Reclassification of an existing Class VI**
4 **highway (a portion of Old Kings Highway) as a Class V highway pursuant to NH RSA 231:22-a**
5

6 Included in the agenda packet: (All supportive documents and detailed information, as listed below, can
7 be found on pages 138-147, Council agenda packet).

- 8 1. Lebanon Planning Board Notice of Action for application PB2026-12-MIN, dated
9 March 16, 2026.
10 2. Plat titled, "Proposed Subdivision for Robert S. & Carolyn M. Townsend Rev. Trust
11 Dated May 4, 2006," prepared by Cardigan Mountain Land Surveys, LLC, dated
12 February 3, 2026, Project #: 25-4089,8292.
13 3. Plat titled, "Plan of Petitioned Road Reclassification – Old Kings Highway (at end
14 of Storrs Hills Road)," prepared by Cardigan Mountain Land Surveys, LLC, dated
15 March 31, 2026, and revised May 20, 2026.
16

17 Mr. Tim Corwin (Deputy Planning and Development Director) summarized the background as listed
18 below.
19

20 **BACKGROUND**

21 Robert and Carolyn Townsend are the owners of 125 Storrs Hill Road (Tax Map 134, Lot 17), a
22 +/-70.6 acre parcel zoned RL-2 with frontage on:

- 23 • Storrs Hill Road, a Class V road (shown in red in Figure 1 below),
24 • Old Kings Highway, a Class VI road (shown in yellow in Figure 1 below), and
25 • Baker Lane, a Class VI road (shown in green in Figure 1 below).

26 **Figure 1. Aerial view of 125 Storrs Hill Road highlighting frontages.**



27
28
29 On March 16, 2026, the Planning Board approved the Townsend's request to subdivide the property into
30 two (2) lots as follows:

- 31 • Lot 1: +/-4.24 acres, improved with the existing one-family dwelling; and
32 • Lot 2: +/-66.4 acres, improved with a 2,100 sq. ft. pole barn.
33

34 Copies of the Planning Board's Notice of Action for application PB2026-12-MIN and a copy of the
35 approved subdivision plat are enclosed in the agenda packet for reference.
36

37 The proposed lots comply with the applicable zoning dimensional requirements, except with respect to
38 frontage. In the RL-2 District, lots not served by public water and sewer require minimum frontage of 200

1 ft. on a Class V road or better. Currently, proposed Lot 2 has only +/-34 ft. of frontage on Storrs Hill Road
2 (a Class V road) which terminates at the end of existing pavement, the approximate location of which is
3 marked by the yellow star in Figure 2. At that point, the right-of-way becomes a Class VI road known as
4 Old King's Highway.
5

6 **Figure 2. Bird's eye view of subject property (looking south).**



7
8
9 Consequently, the Planning Board approved the Townsends's subdivision with a condition that, "[t]he
10 applicants shall obtain approval from the City Council to reclassify Old Kings Highway from a Class VI
11 road to a Class V road to the extent necessary to ensure that Lot 2 has a minimum of 200 ft. of frontage on
12 a Class V road[.]" The reclassification is a necessary pre-requisite to recording the approved subdivision
13 plat and creating the proposed lots.
14

15 Pursuant to the Planning Board's condition of approval, the Townsends have requested that the City Council
16 reclassify a +/-166 ft. long segment of the Old Kings Highway right-of-way from a Class VI road to a Class
17 V road. Together with the existing +/-34 ft. of frontage on Storrs Hill Road, the proposed reclassification
18 will provide Lot 2 with the 200 ft. of frontage on a Class V road as required by the Zoning Ordinance. The
19 portion of the Old Kings Highway proposed to be reclassified is depicted on the attached plat titled, "Plan
20 of Petitioned Road Reclassification – Old Kings Highway (at end of Storrs Hills Road)," prepared by
21 Cardigan Mountain Land Surveys, LLC, dated March 31, 2026, and revised May 20, 2026.
22

23 As depicted on the reclassification plat, the portion of Old Kings Highway proposed to be reclassified
24 begins at the end of Storrs Hill Road where the existing pavement ends adjacent to 135 and 136 Storrs Hill
25 Road. As shown in the street view image in Figure 3 below taken in July 2024, the portion of the Old Kings
26 Highway right-of-way proposed to be reclassified is improved with a gravel drive that turns southward into
27 proposed Lot 2.
28

29 **Figure 3. Google street view of existing Old Kings Highway gravel drive.**
30



31 In connection with the Townsend's request, a site visit to evaluate the area proposed to be reclassified was
32

1 held on April 28, 2026, and was attended by the Townsends, representatives from the Department of Public
2 Works (including the Director, Deputy Director, City Engineer, and Maintenance Superintendent), the Fire
3 Department (including the Deputy Fire Chief and Fire Inspector), and the Planning and Development
4 Department. Staff concluded that the existing conditions within the area proposed to be reclassified are
5 sufficient and that no upgrades are needed. However, to enable a turnaround for City snowplows and other
6 vehicles, City staff have requested, and the Townsends have agreed, to grant the City an easement over a
7 portion of proposed Lot 2. The proposed 50 ft. by 50 ft. easement area is depicted on the attached plat.

8 Per RSA 231:22-a, I and II, the City Council may reclassify an existing Class VI right-of-way to Class V
9 by simple majority vote. Although a public hearing is not legally required, staff recommends that the City
10 Council schedule a public hearing for the proposed reclassification as a matter of good policy and public
11 outreach.

12
13 Should the City Council vote to reclassify a portion of Old Kings Highway to Class V as requested by the
14 Townsends, the Council will also need to vote to authorize the City Manager to accept the easement for the
15 turnaround over proposed Lot 2. A draft copy of the proposed deed will be prepared and provided to the
16 City Council prior to the public hearing.

17
18 For consistency and clarity, staff also recommends that the City Council take action per RSA 231:133, I,
19 to change the name of the reclassified right-of-way from Old Kings Highway to Storrs Hill Road.

20 21 **Council/Staff Comments:**

22
23 Deputy Director Corwin explained the purpose and reason behind road footage (footage requirement) and
24 the differences behind a road being classified as a Class V Road vs. a Class VI Road.

25
26 In response to Councilor Cole's question regarding where the plows have turned around for all these
27 years, Deputy Director Corwin stated we can get some clarification on this for the Public Hearing.

28 29 **ACTION:**

30 ***Councilor N. Ford Burley MOVED , that the Lebanon City Council hereby schedules a public hearing***
31 ***for Wednesday, August 19, 2026, beginning at 7:00 pm, in Council Chambers, City Hall, and Remote***
32 ***via the City's Virtual Platform, for the purpose of receiving public input and taking action to***
33 ***reclassify a portion of the Old Kings Highway right-of-way from a Class VI road to a Class V road***
34 ***pursuant to NH RSA 231:22-a, as shown on a plat titled, "Plan of Petitioned Road Reclassification –***
35 ***Old Kings Highway (at end of Storrs Hills Road)," prepared by Cardigan Mountain Land Surveys,***
36 ***LLC, dated March 31, 2026, and revised May 20, 2026, as presented in the July 1, 2026 City***
37 ***Council Agenda Packet.***

38 ***Seconded by Councilor Stavis.***

39
40 ****The Vote on the Motion was approved (8-0)***

41 42 **13. NON-PUBLIC SESSION: NONE**

43 44 **14. ADJOURNMENT:**

45 ***Councilor N. Ford Burley MOVED for adjournment.***

46 ***Seconded by Councilor Faunce.***

47
48 ****The Vote on the MOTION was unanimously approved by members present (8-0).***

1
2 **The meeting was adjourned at 9:42 PM.**
3
4 Respectfully submitted,
5 Dona E. Gibson
6 Recording Secretary

Agenda
Lebanon City Council
July 15, 2026

10. Appointments:

Appointments

Board/Committee Appointments as presented by City Clerk/Tax Collector.

- Planning Board, Jacqueline Gesek (Resident Member)
- Strategic Plan Task Force, George Blike (Resident Member)
- Strategic Plan Task Force, Francis Casale (Resident Member)

Included in this Section:

1. Memo from City Clerk / Tax Collector Jaseya Ewing dated July 15, 2026.



MEMORANDUM

DATE: July 15, 2026
TO: The Honorable Mayor and City Council
FROM: Jaseya Ewing, City Clerk & Tax Collector
RE: Appointments Proposed for Council Discussion/Action:

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

Note: nominations do not need to be seconded.

Planning Board

1. Jacqueline Gesek – Appointment as a Resident Member to the Planning Board for a three-year term.

Term: 07/15/2026 to 07/15/2029

Strategic Plan Task Force

2. George Blike – Appointment as a Resident Member of the Strategic Plan Task Force until the Strategic Plan Task Force's task is completed and is dissolved.

Term: TBD

3. Francis Casale – Appointment as a Resident Member of the Strategic Plan Task Force until the Strategic Plan Task Force's task is completed and is dissolved.

Term: TBD

City of Lebanon, New Hampshire — Seat Application

Application #2026-041
Submitted Jul 1, 2026

Planning Board
Resident (Apr 22, 2026 – Apr 21, 2029)

Personal Information

FIRST NAME	LAST NAME
Jacqueline	Gesek

Application Details

QUALIFICATIONS

Resident of Lebanon New Hampshire and own a home since 1991 at 2 Alden Road. Registered Voter and active in community. Registered Nurse since 2013 and worked in this capacity since 2013 at Veteran Hospital in White River Junction. Served on Nursing Board 2021-2024 as Secretary. Served on committees as Case Manager of a Surgical Clinic: Nursing Workforce Council, Evidence-Based Practice Board (2019-2026). As R.N. Research Coordinator selected to serve on National Oncology (Southwest Oncology Group) as Lung MAP site Coordinator, VA and Symptoms and Quality of Life Committee. Bachelors Degree in Nursing, Certifications in Pharmacy, Oncology and Cardiology organizations. Reside with husband Frank and raised three children who attended the Lebanon public school system. Active participant in Sacred Heart Church as Folk Group Director: (1996-2019). Originally from Upstate New York and resided in Boston, Massachusetts, Winston-Salem, N.C. And Richmond, Va. Eager to serve and participate in local committees to continue to improve the community of Lebanon, N.H.

REASON FOR INTEREST

As a resident of Lebanon, New Hampshire for 35 years, interested in serving the community and working on plans to improve quality of life and environment here in New Hampshire.

Additional Information

HOW LONG HAVE YOU RESIDED IN LEBANON? 15 or more years	IS THIS APPLICATION FOR REAPPOINTMENT? No
I CONFIRM THAT I HAVE ATTENDED A MEETING. No	BRIEFLY DESCRIBE YOUR QUALIFICATIONS AND YOUR REASONS FOR SEEKING AN APPOINTMENT TO THIS BOARD/COMMITTEE/COMMISSION? Interested in participating in Lebanon community committees and councils.
IF APPOINTED AS A MEMBER OF A CITY OF LEBANON BOARD, COMMITTEE, OR COMMISSION, I ACKNOWLEDGE I HAVE READ AND UNDERSTAND CITY COUNCIL POLICY, CC-108, ETHICS AND CONFLICT-OF-INTEREST FOR ELECTED AND APPOINTED OFFICIALS. No	I HEREBY CERTIFY THAT I MEET THE FOLLOWING BASIC REQUIREMENTS FOR APPLYING TO A CITY OF LEBANON BOARD/COMMITTEE/COMMISSION: - LEBANON/WEST LEBANON RESIDENT (EXCEPT FOR THOSE BOARDS/COMMITTEES/COMMISSIONS WHOSE MEMBERSHIP MAKEUP INCLUDES NON-RESIDENT) - WILLINGNESS TO LEARN - COMMITMENT TO ATTEND

MEETINGS - TREAT PEOPLE FAIRLY - CONSIDER THE
BEST INTEREST OF THE COMMUNITY AS A WHOLE WHEN
MAKING DECISIONS - MUST HAVE ATTENDED ONE
MEETING OF THE BOARD THAT YOU WISH TO APPLY TO
WITHIN THE LAST SIX MONTHS TO OBSERVE THE
PROCESS AND FUNCTION OF THE BOARD.

No

City of Lebanon, New Hampshire — Seat Application

Application #2026-038
Submitted Jun 10, 2026

Strategic Plan Task Force
Resident Member (Apr 15, 2026 – Jun 14, 2027)

Personal Information

FIRST NAME
George

LAST NAME
Blike

Application Details

QUALIFICATIONS

My most relevant experience is with managing a large complex portfolio of work across the Dartmouth Health system for over a decade. I served as the Patient Safety officer from 2006-2012 and then the Chief Quality and Value Officer from 2012-2021. In that role I was a participant and/or led strategic planning efforts over a dozen times and then participated and/or oversaw the conversion of those plans into operational plans with associated budgets. I had a significant role in capital budget allocation towards the maintenance and acquisition of critical infrastructure to deliver safe and effective medical care across the geographies and populations we served.

I have not participated in developing a strategic plan for a municipality. I have had a chance to review a manuscript "Strategic Planning in Small Communities: A Manager's Manual" by SD Davis. The approach and methods are consistent with those I am familiar with.

I practiced clinical Anesthesiology at DHMC from 1992 to 2021. I have a masters in healthcare delivery science from the Tuck School of Business and The Dartmouth School of Public Health. I served on the Board of Trustees for APD for 7 years. I am an emeritus professor of Anesthesiology, Community and Family Medicine. My research was in the field of applied human factors and engineering complex systems to be highly reliable.

REASON FOR INTEREST

I have lived in the Upper Valley since 1992 and both children went to Lebanon High School. I moved to West Lebanon eight years ago with my physician wife. Our family has significant health challenges and we hope to age at home in our current residence. I am committed to the community and helping it thrive. I strongly believe in the value of strategic planning to help organizations move

Additional Information

HOW LONG HAVE YOU RESIDED IN LEBANON?
6-15 years

IS THIS APPLICATION FOR REAPPOINTMENT?
No

I CONFIRM THAT I HAVE ATTENDED A MEETING.
No

BRIEFLY DESCRIBE YOUR QUALIFICATIONS AND YOUR REASONS FOR SEEKING AN APPOINTMENT TO THIS BOARD/COMMITTEE/COMMISSION?
Qualifications and reasons for seeking to participate in this Strategic Planning Task Force described above. Please note below that I have NOT attended

a meeting of this Task Force as it is new. Otherwise I certify I meet the basic requirements. I did not enclose a CV but am willing to provide on request.

IF APPOINTED AS A MEMBER OF A CITY OF LEBANON BOARD, COMMITTEE, OR COMMISSION, I ACKNOWLEDGE I HAVE READ AND UNDERSTAND CITY COUNCIL POLICY, CC-108, ETHICS AND CONFLICT-OF-INTEREST FOR ELECTED AND APPOINTED OFFICIALS.

Yes

I HEREBY CERTIFY THAT I MEET THE FOLLOWING BASIC REQUIREMENTS FOR APPLYING TO A CITY OF LEBANON BOARD/COMMITTEE/COMMISSION: - LEBANON/WEST LEBANON RESIDENT (EXCEPT FOR THOSE BOARDS/COMMITTEES/COMMISSIONS WHOSE MEMBERSHIP MAKEUP INCLUDES NON-RESIDENT) - WILLINGNESS TO LEARN - COMMITMENT TO ATTEND MEETINGS - TREAT PEOPLE FAIRLY - CONSIDER THE BEST INTEREST OF THE COMMUNITY AS A WHOLE WHEN MAKING DECISIONS - MUST HAVE ATTENDED ONE MEETING OF THE BOARD THAT YOU WISH TO APPLY TO WITHIN THE LAST SIX MONTHS TO OBSERVE THE PROCESS AND FUNCTION OF THE BOARD.

Yes

Councilor Interview Report Form

Councilor Name: Lori Key/Kellen Appleton

Date of Interview: 6/17/2026

Applicant Name: George Blike

Board(s) to Which Applied: Strategic Plan Task Force

☒ Regular Seat

☐ Alternate Seat

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

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

Recommend Appointment:

☒ Yes

☐ No

☒ Regular Seat ☐ Alternate Seat

General Comments: The applicant's work history includes leading strategic planning efforts across Dartmouth Health as well as converting those plans into operational plans with associated budgets.

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

Standard Questions for All Applicants:

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

Setting up a process to design a strategic plan development process as phase one and then to develop the strategic plan draft as phase two. The TF will broadly propose stakeholders, scope, and short/long term goals and desired outcomes and bring forward results to the full City Council.

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

Applicant is aware of the timeframe and meetings required. Summer meetings will require remote access.

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

Applicant reports having participated on multiple boards and committees, including as a trustee for APD. This appointment would be applicant's the first municipal committee.

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

Yes

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

No

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

Community engagement

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

Designing a strategy that is relevant and realistic and accomplished through a consensus driven process

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

Develop a draft City strategic plan that focuses activities on those related to meeting goals of the plan.

Specific Questions for Applicants to Land-Use Boards:

Zoning Board of Adjustment:

1) Have you ever appeared before a zoning board, personally or through a representative?

2) Do you have any personal or professional knowledge or background in the area of zoning law?

3) Do you believe you can set aside your personal opinions and make impartial decisions based on the City's adopted Zoning Ordinance?

4) Zoning Board decisions can be controversial. The Board is bound by law to work within the current zoning regulations. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

Planning Board:

1) Have you ever appeared before a planning board, personally or through a representative?

2) Do you have any personal or professional knowledge or background in the area of planning law?

3) Do you believe you can set aside your personal opinions and make impartial decisions based on the City's adopted site plan and subdivision regulations, as well as the Zoning Ordinance?

4) Planning Board decisions can be controversial. The Board is bound by law to work within the current site plan and subdivision regulations. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

Conservation Commission:

- 1) Have you ever appeared before a conservation commission, personally or through a representative?

- 2) The Conservation Commission's advisory role in New Hampshire environmental permitting can be controversial. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

City of Lebanon, New Hampshire — Seat Application

Application #2026-039
Submitted Jun 23, 2026

Strategic Plan Task Force
Resident Member (Apr 15, 2026 – Jun 14, 2027)

Personal Information

FIRST NAME
Francis

LAST NAME
Casale

Application Details

QUALIFICATIONS

Genuine interest in the direction of our city, having lived and worked and raised a family here for over 30 years.

REASON FOR INTEREST

creating a vision for the city

Additional Information

HOW LONG HAVE YOU RESIDED IN LEBANON?
15 or more years

IS THIS APPLICATION FOR REAPPOINTMENT?
No

I CONFIRM THAT I HAVE ATTENDED A MEETING.
No

BRIEFLY DESCRIBE YOUR QUALIFICATIONS AND YOUR REASONS FOR SEEKING AN APPOINTMENT TO THIS BOARD/COMMITTEE/COMMISSION?
vested long term resident

IF APPOINTED AS A MEMBER OF A CITY OF LEBANON BOARD, COMMITTEE, OR COMMISSION, I ACKNOWLEDGE I HAVE READ AND UNDERSTAND CITY COUNCIL POLICY, CC-108, ETHICS AND CONFLICT-OF-INTEREST FOR ELECTED AND APPOINTED OFFICIALS.
No

I HEREBY CERTIFY THAT I MEET THE FOLLOWING BASIC REQUIREMENTS FOR APPLYING TO A CITY OF LEBANON BOARD/COMMITTEE/COMMISSION: - LEBANON/WEST LEBANON RESIDENT (EXCEPT FOR THOSE BOARDS/COMMITTEES/COMMISSIONS WHOSE MEMBERSHIP MAKEUP INCLUDES NON-RESIDENT) - WILLINGNESS TO LEARN - COMMITMENT TO ATTEND MEETINGS - TREAT PEOPLE FAIRLY - CONSIDER THE BEST INTEREST OF THE COMMUNITY AS A WHOLE WHEN MAKING DECISIONS - MUST HAVE ATTENDED ONE MEETING OF THE BOARD THAT YOU WISH TO APPLY TO WITHIN THE LAST SIX MONTHS TO OBSERVE THE PROCESS AND FUNCTION OF THE BOARD.
No

Councilor Interview Report Form

Councilor Name: Tim McNamara/Lori Key

Date of Interview: 6/26/2026

Applicant Name: Francis Casale

Board(s) to Which Applied: Strategic Plan Task Force

☒ Regular Seat

☐ Alternate Seat

Has Applicant Attended Meeting of Board to Which Applying? No

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

Recommend Appointment:

☒ Yes

☐ No

☒ Regular Seat

☐ Alternate Seat

General Comments: Applicant has strong general knowledge of background and procedures of task force from attending multiple Council meetings and reviewing materials available. Has demonstrated dedication toward serving the City in a citizen capacity.

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

Standard Questions for All Applicants:

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

To help bridge the gap between the vision expressed in the Master Plan and the annual budget. The annually updated strategic plan should help to organize priorities for the budget on a three-year cycle. The purpose of the task force is to help develop the process for creating a more effective strategic plan.

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

Yes.

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

Have been regularly attending City Council meetings for over a year, and have applied to be a member of the Finance Committee.

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

Yes.

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

No.

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

To design a process for developing a strategic plan that is responsive to the priorities of Lebanon residents.

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

To put in place a procedure for developing the strategic plan that will effectively and efficiently link the annual budget to the master plan.

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

Developing the process for creating the Strategic Plan.

Specific Questions for Applicants to Land-Use Boards:

Zoning Board of Adjustment:

1) Have you ever appeared before a zoning board, personally or through a representative?

2) Do you have any personal or professional knowledge or background in the area of zoning law?

3) Do you believe you can set aside your personal opinions and make impartial decisions based on the City's adopted Zoning Ordinance?

4) Zoning Board decisions can be controversial. The Board is bound by law to work within the current zoning regulations. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

Planning Board:

1) Have you ever appeared before a planning board, personally or through a representative?

2) Do you have any personal or professional knowledge or background in the area of planning law?

3) Do you believe you can set aside your personal opinions and make impartial decisions based on the City's adopted site plan and subdivision regulations, as well as the Zoning Ordinance?

4) Planning Board decisions can be controversial. The Board is bound by law to work within the current site plan and subdivision regulations. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

Conservation Commission:

- 1) Have you ever appeared before a conservation commission, personally or through a representative?

- 2) The Conservation Commission's advisory role in New Hampshire environmental permitting can be controversial. Do you believe you can tolerate possible criticism from your friends and neighbors as a result of how you may have voted?

**Agenda
Lebanon City Council
July 15, 2026**

11. Public Hearing Items:

11.A – Supplemental Appropriation of up to \$2,050,000 for a new Barrows Street Housing Development Project; Authorization for City Manager to Apply For Loans up to \$1,700,000 to Supplement Existing Grant Funding from NHBEA for Construction and Disposition of the Barrows Street Housing Development Project; Designation of City Manager as Authorized Representative of the City

A public hearing for the purpose of receiving public input and taking action to appropriate up to \$2,050,000 for expenditure in the Redevelopment Properties Revolving Fund for planning, design, permitting, subdivision, construction, sale, and disposition of a new Barrows Street Housing Development project; to authorize the City Manager to apply for loans up to \$1,700,000 to supplement existing grant funding from the NH Department of Business and Economic Affairs (NHBEA) for the construction and disposition of the Barrows Street Housing Development project; and to designate the City Manager as the authorized representative of the City.

The City Council scheduled this public hearing at its June 3, 2026 regular meeting. The public hearing was properly noticed in the *Valley News* on July 3, 2026 and July 7, 2026 in accordance with City Code and State Law.

Background

On April 21, 2022, the City Council unanimously adopted a “Resolution on Housing” directing the City Manager to take steps to enable, incentivize, and partner in addressing housing needs not currently being addressed by the market. Among the actions outlined in the Resolution is to “partner with the Lebanon Housing Authority and other residential developers to utilize city-owned properties for the development of new housing units, including the possibility of a ‘demonstration project’ on a city-owned parcel with high visibility and an opportunity for a reasonable number of units to help overcome barriers to affordability.”

In February 2024, the City Council determined, in accordance with City Council Policy CC-102, Real Property Transactions, that several city-owned properties have redevelopment potential, and authorized the City Manager to pursue redevelopment of the properties, including two parcels located along Barrows Street (Tax Parcels 77-106 and 77-107). In May 2024, the Council discontinued a portion of Barrows Street, which separated the two city-owned properties, allowing them to be merged into a single +/-2.09-acre parcel. The City subsequently had survey work completed, including the boundary of the merged properties along with wetlands and topography.

In August 2024, the Lebanon Planning Board granted Site Plan approval allowing the City to complete preliminary site work including clearing, grading, and filling for a proposed future residential development. Later in August, the NH Department of Environmental Services (NHDES) issued a Wetlands and Non-Site Specific Permit to authorize impacts to a small (<950 sqft), isolated wetland in the south-central portion of the property. Work authorized by the

Planning Board and NHDES approvals was completed by early December 2024 and the site was stabilized in preparation for further development.

On January 27, 2025, the Planning Board granted conditional approval for the project consisting of five, one-story, detached residential units surrounding a central courtyard, each with approximately 930 square feet of gross living area, plus a full basement for additional storage or living space. The application and development layout were in compliance with the adopted Cottage Development regulations set forth in Section 509 of the Zoning Ordinance.

In January 2024, the City received \$440,000 from the State's InvestNH grant program managed through the NH Department of Business and Economic Affairs (NHBEA). The grant funds were connected to the Lebanon Housing Authority's construction of 44 new housing units at 258 Heater Road (Heater Landing). The InvestNH Municipal Per Unit grant program allowed the City to receive \$10,000 for each new unit of affordable housing constructed within the City. In February 2024, the City Council authorized the placement of the \$440,000 InvestNH grant funds into a Redevelopment Properties Revolving Fund "to facilitate the planning, design, permitting, construction, and disposition of residential units on City-owned properties included in the fund."

On April 15, 2025, NHBEA notified the City that Lebanon's Housing Infrastructure Municipal (HIM) grant application through the Housing Champions program was recommended for approval. On June 25, 2025, the HIM grant award was finalized for an additional \$158,805 to pay for 75% of anticipated infrastructure improvements associated with the Barrows Street project. A 25% local match is required from the City.

During the summer of 2025, the City issued a Request for Proposals (RFP) for modular housing units. The City received three responses and ultimately selected Preferred Building Systems (PBS) of Claremont, NH, and worked with the modular builder to finalize the cottage unit plans. Later in the fall, the City issued RFPs for the remaining site work, and the sub-trades, including mechanical, electrical, and plumbing work, and finish carpentry, in order to develop more accurate cost estimates for each unit and for the overall project.

Based on the initial bid responses, the cost of each finished unit was estimated to be considerably higher than the project team was comfortable with. Subsequent efforts by the City to revise the project layout helped reduce the estimated finished costs to an amount comparable to other dwelling units currently available within the City.

In February 2026, Councilor McNamara and City staff provided an update on the status of the proposed Barrows Street Cottage Development Project. As a result of local press coverage of the February 18th discussion, the City was contacted by several businesses expressing renewed interest in the project. Based on subsequent communications with some of those businesses, the project team modified the proposed development concept to utilize the recently-adopted Pattern Zoning provisions instead of the Cottage Development provisions.

Over the last several months, the project team has continued to enhance the development layout and the prospective unit design and has obtained refined cost estimates for the project. With the new layout concept and additional cost information, the project team believes that five new units can be constructed for an amount closer to the City's original target price.

Prior to the last project update in June, the City confirmed access to the Housing Infrastructure grant in the amount of \$158,805 specifically for the Barrows Street project. In addition, the project team distributed an online survey to employees of the City, School District, and Lebanon Housing Authority to gauge the potential level of interest from local public employees. Based on

the survey responses, the project team is comfortable that sufficient market demand exists if the City elects to move forward with initially making the project available to public employees before expanding availability to the general public, if needed.

At the end of the project discussion in June, the City Council scheduled this public hearing for a supplemental appropriation to move forward with construction and disposition of the proposed housing units, and to authorize the City Manager to apply for short-term construction loans that would be repaid following the sale and disposition of the housing units.

Action:

If the Council decides to move forward, the following resolution is offered for consideration:

RESOLVED, by the Lebanon City Council, that funds in the amount of up to \$2,050,000 (Two Million Fifty Thousand Dollars) be appropriated for expenditure in the Redevelopment Properties Revolving Fund for planning, design, permitting, subdivision, construction, sale, and disposition of a new Barrows Street Housing Development project on City-owned land located at Barrows Street, Lebanon, Tax Map 77, Lot 106, including any lots created through the subdivision of such property. Said appropriation shall be funded through existing grant proceeds in the Redevelopment Properties Revolving Fund and loan proceeds in an amount not to exceed \$1,700,000.

WHEREAS, the Lebanon City Council, by action taken on February 7, 2024, in accordance with City Council Policy, CC-102, Real Property Transactions, determined that City-owned properties, including Tax Map 77, Lots 106 and 107 situated on Barrows Street, have redevelopment potential and are suitable for redevelopment as part of designated Redevelopment Areas; and further authorized the City Manager to pursue redevelopment of the parcels for the purpose of achieving the goals and objectives of the City, including those expressed in the City Council's April 2022 Resolution on Housing, as well as the 2012 Master Plan, and the 2024-2027 Strategic Plan; and

WHEREAS, the Lebanon City Council hereby determines that the development, construction, sale, and disposition of the Barrows Street Housing Development project, consisting of five (5) new housing units on a parcel of City-owned land, is desirable and in the public interest by virtue of (i) providing for the construction of new housing units that are affordable to local residents; (ii) generating new taxable value from a vacant parcel of land owned by the City for approximately 80 years; and (iii) demonstrating the potential value and benefit of using the Pattern Zoning provisions to construct infill housing units on properties already served by City roads and infrastructure.

NOW THEREFORE BE IT RESOLVED, by the Lebanon City Council, that:

- 1) The City Manager is hereby authorized on behalf of the City of Lebanon to file an application(s) for a loan(s) for up to \$1,700,000 (One Million Seven Hundred Thousand Dollars) to supplement existing grant funding received from the NH Department of Business and Economic Affairs, for the planning, design, permitting, subdivision, construction, sale, and disposition of the Barrows Street Housing Development project;***
- 2) If such loan(s) be made, the City agrees to repay the loan(s) as stipulated in the loan agreement(s);***
- 3) The City Manager is hereby authorized to furnish such information and to take such other actions as may be necessary for the City to qualify for the loan(s);***

- 4) The City Manager is hereby designated as the authorized representative of the City for the purpose of furnishing such information, data, and documents pertaining to the City for a loan(s) as may be required, and otherwise to act as the authorized representative of the City in connection with this application(s); and**
- 5) Certified copies of this resolution shall be included as part of the application(s) submitted for such loan(s);**
- 6) Upon completion of the project, the City Manager is authorized to sell and convey the residential lots and dwelling units created as part of the Barrows Street Housing Development project in accordance with applicable City Charter provisions, City Council policies governing the disposition of municipal real property, and any other required Council approvals;**
- 7) All proceeds received from the sale of residential lots and dwellings associated with the Barrows Street Housing Development shall be deposited into the Redevelopment Properties Revolving Fund and applied to eligible project costs, including repayment of any outstanding debt incurred for the project. Any remaining balance shall remain in the Redevelopment Properties Revolving Fund for future redevelopment activities in accordance with NH RSA 31:95-h and prior Council authorization.**

This resolution shall be effective upon passage.

Included in this Section:

1. Barrows Street Pattern Zone Subdivision, Draft Site Plan, prepared by Granite Engineering, Project #25-0103-1, dated June 12, 2026
2. Barrows Street Housing Unit Elevations, Floor Plans, and Rendering, prepared by Preferred Building Systems, Project #PB250716-PB250717, dated December 22, 2025
3. Notice of Public Hearing as Published in the July 3, 2026 and July 7, 2026 edition of the *Valley News*



1 - 3-D Front



2 - 3-D Back

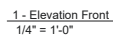
FOR ILLUSTRATIVE PURPOSES ONLY

NONE OF THE VIEWS ON THIS SHEET ARE TO BE USED FOR:

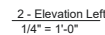
- CONSTRUCTION,
- PLANNING,
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- MODEL OR BRAND SELECTION,
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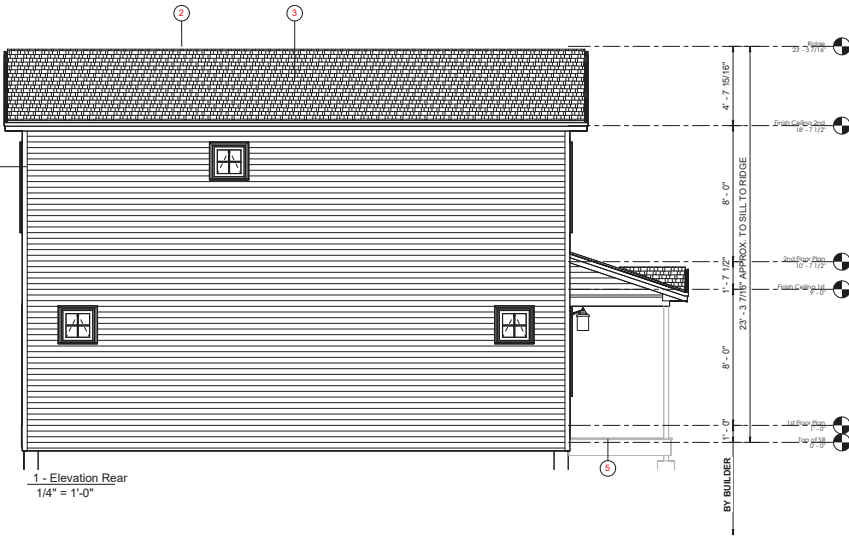
THE POSF/PSS IS THE CONTROLLING DOCUMENT FOR THE ABOVE LIST AND ANY OTHER ITEMS SPECIFIC TO THIS PROJECT.

Preferred Building Systems PO Box 1, 143 Willow Road Lebanon, NH 03755-0001 603-372-1050 Fax: 603-372-5277 www.preferredbuilding.com	
We are a family-owned and operated business with over 30 years of experience in the construction industry. We are committed to providing quality products and services to our customers.	
3D Isometric Lebanon - Barrow St. Barrow St. Lebanon, NH	
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Note Number	Elevation Notes
	Note Text
1	RAKE AND EAVES - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. THE FACTORY WILL INSTALL AS MUCH OF THE RAKES AND EAVES AS POSSIBLE WITHIN THE FACTORY'S SCOPE OF WORK. FACTORY WILL NOT COVER THE BUILDING EXTERIOR SURFACES. THE BUILDER (BOLN) IS TO COMPLETE.
2	RIDGE VENT - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. PREP FOR RIDGE VENT BY FACTORY. CI WILL APPLY RIDGE VENT PER THE MANUFACTURER'S INSTALLATION.
3	ROOF AREA MEETS 30' RADIUS DEAD ZONE OF 300 SQ FT MIN. FACTORY SHALL PROVIDE EMT CONDUITS TO THE ATTIC AREA FOR FUTURE USE. REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. REFER TO ELECTRICAL SHEETS FOR FACTORY-SUPPLIED CONDUIT LOCATIONS.
4	EXTERIOR SIDING - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. THE FACTORY WILL INSTALL AS MUCH EXTERIOR SIDING AS POSSIBLE WITHIN THE FACTORY'S SCOPE OF WORK. REMAINING EXTERIOR SIDING TO BE COMPLETED BY THE BUILDER (BOLN).
5	DECK BY STRUCTURE - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. PT, DECK, BUILDING, POSTS, RAILINGS, STAIRS & FINISHES, ETC. REQUIRED FOR A COMPLETE DECK FURNISHED & INSTALLED BY THE BUILDER (BOLN).

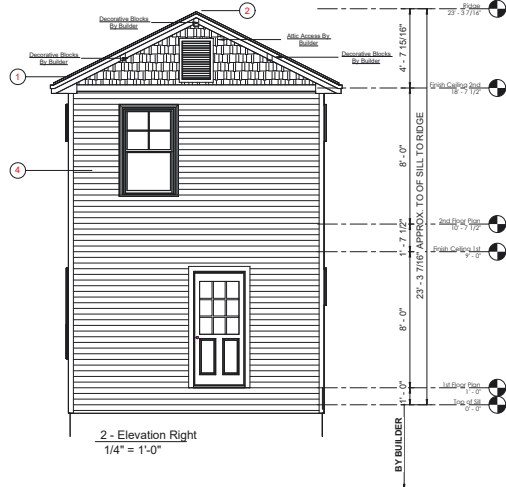




1 - Elevation Rear
1/4" = 1'-0"

THE POSF/PSS IS THE CONTROLLING DOCUMENT FOR THE BELOW LIST AND ANY OTHER ITEMS SPECIFIC TO THIS PROJECT. IN THE EVENT OF A DISCREPANCY, THE POSF/PSS OVERRIDES THIS DOCUMENT.

Elevation Notes	
Note Number	Note Text
1	RAKE AND EAVES - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. THE FACTORY WILL INSTALL AS MUCH OF THE RAKES AND EAVES AS POSSIBLE WITHIN THE FACTORY'S SCOPE OF WORK. WHAT IS NOT DONE AT THE FACTORY BECOMES THE RESPONSIBILITY OF THE BUILDER (BLDR/CSL) TO COMPLETE.
2	RIDGE VENT - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. PREP FOR RIDGE VENT BY FACTORY. CI WILL APPLY RIDGE VENT PER THE MANUFACTURER'S INSTALLATION.
3	ROOF AREA MEETS SOLAR-READY ZONE OF 300 SQ FT MIN. FACTORY SHALL PROVIDE EMT CONDUITS TO THE ATTIC AREA FOR FUTURE USE. REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. REFER TO ELECTRICAL SHEETS FOR FACTORY-SUPPLIED CONDUIT LOCATIONS.
4	EXTERIOR SIDING - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. THE FACTORY WILL INSTALL AS MUCH EXTERIOR SIDING AS POSSIBLE WITHIN THE FACTORY'S SCOPE OF WORK. REMAINING BALANCE SHIPPED LOOSE FOR INSTALLATION ONSITE BY BUILDER (BLDR/CSL).
5	DECK BY BUILDER - REFER TO THE CONTROLLING DOCUMENT (POSF OR PSS) FOR FINAL SCOPE & RESPONSIBILITY. PT DECK, STRUCTURE, POSTS, RAILINGS, STAIRS & FINISHES, ETC. REQUIRED FOR A COMPLETE DECK FURNISHED & INSTALLED ONSITE BY BLDR/CSL, UNLESS OTHERWISE NOTED.



2 - Elevation Right
1/4" = 1'-0"

Preferred Building Systems
PO Box 1, 143 Willow Road
Lebanon, NH 03372-1050
603.372.1050
www.preferredbuilding.com

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Lebanon, NH 03372-1050
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www.preferredbuilding.com

Rear & Right Elevations
Lebanon - Barrow St.
Barrow St.
Lebanon, NH

PB250716 - PB250717
Rev. 1
Rev. 2
Rev. 3
Rev. 4
Rev. 5
Rev. 6
Rev. 7
Rev. 8
Rev. 9
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July 15, 2026.

The foregoing notice was published in the Valley News, a newspaper of general circulation in the City of Lebanon, in accordance with the City's code, on Friday July 3, 2026 and Tuesday July 7, 2026.

Jay Bish

Jay Bish

Deputy City Clerk



**LEBANON CITY COUNCIL
NOTICE OF PUBLIC HEARINGS
Wednesday, July 15, 2026 - 6:00pm
Council Chambers, City Hall or
REMOTE VIA VIRTUAL PLATFORM
LebanonNH.gov/LIVE**

The Lebanon City Council will hold public hearings on July 15, 2026, beginning at 6:00pm for the following:

- A. Supplemental Appropriation of up to \$2,050,000 for a new Barrows Street Housing Development Project; Authorization for City Manager to Apply for Loans up to \$1,700,000 to Supplement Existing Grant Funding from NHBEA for Construction and Disposition of the Barrows Street Housing Development Project; Designation of City Manager as Authorized Representative of the City** – A public hearing for the purpose of receiving public input and taking action to appropriate up to \$2,050,000 for expenditure in the Capital Improvements Fund for planning, design, permitting, construction, and disposition of a new Barrows Street Housing Development project; to authorize the City Manager to apply for loans up to \$1,700,000 to supplement existing grant funding from the NH Department of Business and Economic Affairs for construction and disposition of the Barrows Street Housing Development project; and to designate the City Manager as the authorized representative of the City.
- B. Public Facilities CDBG Application for Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH)** - Public hearings for the purpose of receiving public input and taking action on a Community Development Block Grant (CDBG) application proposed by the City of Lebanon to the NH Community Development Finance Authority (CDFA). Counties and communities can apply annually on a competitive basis for up to the following in each grant available: \$750,000 for housing, public facilities; \$500,000 for economic development; and \$25,000 for planning/feasibility studies. Public hearings are as follows:
 - 1. A public hearing on a proposed CDBG application for up to \$750,000 in CDBG Public Facilities funds to be sub-granted to Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH); and to authorize the City Manager to sign, submit, and execute any documents which may be necessary to effectuate the CDBG Application and contract; and
 - 2. A public hearing to adopt the City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH).

Agenda

Lebanon City Council

July 15, 2026

11. Public Hearing Items:

11.B – Community Development Block Grant (CDBG) Public Facilities Application for Boys and Girls Clubs of Central and Northern NH; Adoption of City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for Boys and Girls Clubs of Central and Northern NH

Public hearings for the purpose of receiving public input and taking action on a Community Development Block Grant (CDBG) Public Facilities grant application proposed by the City of Lebanon to the NH Community Development Finance Authority (CDFA). Counties and communities can apply annually on a competitive basis for CDBG grants up to: \$750,000 for housing, public facilities; \$500,000 for economic development activities that directly benefit low- and moderate-income persons; and up to \$25,000 for feasibility/planning study grants.

Public hearings are scheduled for the following:

1. A proposed application for up to \$750,000 in CDBG Public Facilities funds to be sub-granted to the Boys and Girls Clubs of Central and Northern NH (BGCCNNH); and to authorize the City Manager to sign, submit, and execute and documents which may be necessary to effectuate the CDBG application and contract; and
2. To adopt the City of Lebanon Anti-Displacement and Relocation Assistance Plan for the Boys and Girls Clubs of Central and Northern NH (BGCCNNH).

The City Council scheduled this public hearing at its July 1, 2026 regular meeting. The public hearing was properly noticed in the *Valley News* on July 3, 2026 in accordance with City Code and State Law.

Background

The New Hampshire Community Development Finance Authority (CDFA) receives approximately \$9 million annually for the statewide Community Development Block Grant (CDBG) program, which includes all non-entitlement municipalities and counties. Counties and communities can apply annually on a competitive basis for CDBG grants up to: \$750,000 for housing, public facilities; \$500,000 for economic development activities that directly benefit low- and moderate-income persons; and up to \$25,000 for feasibility/planning study grants.

The Boys and Girls Clubs of Central and Northern New Hampshire requests that the Lebanon City Council support and authorize the submission of a CDBG application for Public Facilities for up to \$750,000 to support the Boys and Girls Clubs' Upper Valley childcare facility. The proposed location for the facility is 20 Seminary Hill Road, West Lebanon (Tax Map 86, Lot 25), which is owned by the Lebanon School District, SAU88, with a portion of related site improvements to be located on the adjacent City-owned property at 6 Aldrich Avenue (Tax Map 86, Lot 25, Plot 100).

Please see the attached project description for more information.

Action:

As part of the CDBG application process, the following language must be read and transcribed verbatim into the record:

Community Development Block Grant funds are available to municipalities for economic development, public facility, and housing rehabilitation projects and feasibility studies that primarily benefit low- and moderate-income persons. The purpose of the public hearings required for CDBG funding is to solicit the view of the citizens on community development; furnish the citizens with information concerning the amount of funds available and the range of community development activities which may be undertaken under the Community Development Act.

For each of the two funding rounds in 2026, there will be approximately \$1.3 million dollars available for housing and \$1.3 million for public facilities projects. Approximately \$1.3 million will be available in the same funding year for economic development and \$600,000 for planning grants.

Economic development and planning grant applications are submitted on a rolling basis until the funds are used up. The City of Lebanon is eligible for up to \$750,000 per year for housing applications, \$750,000 for public facilities, and up to \$500,000 per year for economic development projects. Planning grants are available for up to \$25,000 per year for traditional planning grants and \$100,000 for transformational planning grants.

CDFA has approximately \$3.6 million in Recovery Housing Program (RHP) funds available on a rolling basis. The City of Lebanon is eligible to apply for up to \$1,000,000.

NOTE: PLEASE CONDUCT THE PUBLIC HEARINGS INDIVIDUALLY AND ACT ON EACH PUBLIC HEARING BY SEPARATE MOTION

PUBLIC HEARING B.1:

MOVED, that the Lebanon City Council hereby approves the submittal of a Community Development Block Grant (CDBG) application for up to \$750,000 in CDBG Public Facilities funds to be sub-granted to the Boys and Girls Clubs of Central and Northern NH (BGCCNNH); and authorizes the City Manager to sign, submit, and execute any documents which may be necessary to effectuate the CDBG Application and contract, as described in the July 15, 2026 City Council Agenda Packet.

PUBLIC HEARING B.2:

MOVED, that the Lebanon City Council hereby adopts the City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for the Boys and Girls Clubs of Central and Northern NH (BGCCNNH), as presented in the July 15, 2026 City Council Agenda Packet.

Included in this Section:

1. Project Description – Boys and Girls Clubs Upper Valley Childcare Center
2. City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for the Boys and Girls Clubs of Central and Northern New Hampshire
3. July 7, 2026 Certification of Public Notice Posting
4. Notice of Public Hearing as Published in the July 3, 2026 edition of the *Valley News*

Project Description

Name: Boys & Girls Clubs Upper Valley Childcare Center

Applicant/Project Partners: Boys & Girls Clubs of Central and Northern New Hampshire (BGCCNNH); City of Lebanon; Lebanon School District (SAU88); Grafton Regional Development Corporation (GRDC)

Contact: Chris Emond, CEO, BGCCNNH, emond@nhyouth.org

Additional information: <https://lebanonnh.gov/1926/Childcare-Facility-Project> (including concept plan)

Project Summary

The Boys & Girls Clubs of Central and Northern New Hampshire (BGCCNNH) proposes to construct, own, and operate a new childcare facility in West Lebanon, New Hampshire. The proposed facility would be located at 20 Seminary Hill Road, adjacent to the Lebanon School District SAU88 building, on land to be leased from SAU88 and with related access and site coordination involving City-owned land on Civic Memorial Park.

The concept includes a new approximately 5,400-square-foot childcare center designed to serve approximately 50 children from infancy through age five. The project would help address the region's documented shortage of licensed childcare, provide early childhood education jobs, and support working families and employers in the Upper Valley. The facility would be BGCCNNH's first childcare site in the Upper Valley and enable the organization to explore additional capacity for related local benefits like after school programming.

This is not a City-owned or City-operated childcare center. BGCCNNH will fund, construct, own, maintain, and operate the facility. The City of Lebanon's role is related to public process coordination, grant alignment, permitting coordination, and access over City-owned land as needed. The Lebanon School District's role is related to lease negotiations for the proposed site. The Grafton Regional Development Corporation is supporting funding strategy, grant coordination, and regional childcare capacity-building efforts.

Community Need

Childcare access has been identified locally, regionally, and statewide as a workforce participation issue, family affordability issue, economic development issue, and long-term community sustainability issue. The Upper Valley has faced a persistent shortage of childcare capacity, especially for infants and toddlers, since before the COVID-19 pandemic. Regional planning and stakeholder engagement efforts have repeatedly identified lack of childcare as a barrier to workforce recruitment and retention, family stability, and community vitality.

The need for additional childcare capacity has been documented through multiple efforts involving the City of Lebanon, Vital Communities, the Upper Valley Business Alliance, EPIC, Grafton Regional Development Corporation, the New Hampshire Charitable Foundation, the Couch Family Foundation, childcare providers, and employers. These efforts have consistently found that childcare is not only a family need, but also a core component of workforce and economic infrastructure.

Lebanon is an employment center for the Upper Valley. Local families, school employees, municipal employees, healthcare workers, manufacturing employees, service workers, and other working households rely on access to dependable childcare in order to participate fully in the workforce. When childcare is unavailable, parents may reduce hours, decline employment, change work schedules, commute long distances for care, or leave the labor force altogether. Expanding childcare capacity supports both household stability and employer continuity.

Organizational Capacity

BGCCNNH is an established New Hampshire nonprofit organization with significant experience operating youth development and early childhood programs. The organization serves thousands of children annually

across multiple New Hampshire communities and operates early learning centers, afterschool programs, and clubhouses. BGCCNNH has experience developing, staffing, maintaining, and operating facilities that serve children and families. Its expressed goal is to provide competitive wages and high quality early childhood education professional staffing, with reliance on hiring of a center director to staff incrementally as the market allows. BGCCNNH has a history of supporting teacher capacity building, including relationships with UNH teaching labs and the Early Care and Education Association of the Upper Valley, to not just draw on but build the labor pool it and other childcare providers depend on.

The proposed Lebanon facility will extend BGCCNNH's service model into the Upper Valley. BGCCNNH will be responsible for project fundraising, construction, facility maintenance, staffing, licensing, and ongoing operations as well as long-term goals to enhance childcare affordability through scholarship fundraising, for example.

Project Scope

The project includes design and construction of a new childcare facility and the site improvements necessary for the facility to operate safely and meet licensing requirements. Project elements include the childcare building, utility connections, driveway access, drop-off and pick-up circulation, parking, pedestrian access, emergency access, stormwater management, and an outdoor playground meeting childcare licensing requirements.

The organization is working with an architectural and engineering team familiar with New Hampshire childcare facility requirements, including building, fire/life safety, accessibility, licensing, and site design considerations. Early planning work has included site visits, zoning and permitting review, stakeholder meetings, survey work, conceptual site planning, environmental review, and preliminary design.

The proposed site design has evolved through discussions with the City, SAU88, BGCCNNH, Recreation staff, legal counsel, and design professionals. Current design considerations include maintaining recreational functionality, improving access and parking for Civic Memorial Park (with an organized parking and circulation area for approximately 30 new overflow spaces), minimizing traffic conflicts (public park access is off Aldrich; childcare ingress/egress is off Seminary Hill), providing emergency access, and balancing childcare use with continued public and school-related use of the broader Seminary Hill / Civic Memorial Park area, including SAU88's need for informal event overflow parking capacity. No existing parking is impacted; new, additional public parking, including for park and SAU88 users, is created.

Project History and Site Selection

The current proposal grew out of several years of local and regional work on childcare needs. In 2023, the City of Lebanon pursued a larger childcare facility concept at another location and secured a \$1.6 million federal childcare infrastructure earmark. That earlier concept did not advance due to overall scale, capital cost, staffing concerns, and implementation complexity, but the childcare need remained.

In 2024 and 2025, the City, SAU88, and BGCCNNH began discussing potential opportunities related to childcare, afterschool programming, and broader community-serving uses. At the same time, the Lebanon School District and City Council Joint Partnership Task Force was discussing opportunities to better coordinate use of public assets and long-term planning around the Seminary Hill campus.

The existing SAU88 building was initially considered as a possible childcare location. However, accessibility requirements, fire/life safety requirements, childcare licensing standards, circulation needs, and renovation costs made conversion of the older building impractical for infant and toddler childcare. Adjacent underutilized public land areas on the Seminary Hill campus were therefore identified as a potential opportunity for a smaller facility.

The current concept is substantially smaller than the City's earlier proposal and is designed specifically around the Seminary Hill site. It seeks to balance childcare capacity, public land stewardship, school district

considerations, recreational access, parking needs, and long-term civic campus planning.

Public Process and Local Coordination

The project has advanced through multiple public and stakeholder processes. Since mid-2025, the Lebanon School District and City Council Joint Partnership Task Force has discussed opportunities related to the Seminary Hill campus and the proposed childcare facility. The School Board and City Council have each held public meetings related to the project and authorized continued lease negotiations. The Lebanon School District also placed a warrant article before voters in March 2026, with the majority authorizing the School Board to pursue lease discussions with BGCCNNH in collaboration with the City.

Additional public process is anticipated through lease review, zoning and site plan permitting review, and building/code review. The City has also created a public project webpage and FAQ materials to provide information about the proposal, project status, and common questions.

Funding and Readiness

The project is expected to rely on a combination of federal, state, philanthropic, nonprofit, and regional funding sources. Existing and anticipated sources include federal HUD Community Project Funding, NH CDFA tax credits, Northern Border Regional Commission funds, private donations, potential NH CDFA CDBG Public Facilities funds, and additional grants and contributions. The total cost of design and construction is estimated at \$5.3million and on the current schedule, construction will begin in 2027 and operations start in mid-2028.

These are not local tax appropriations for construction. The project is structured so that BGCCNNH would fund, own, and operate the facility, while the City and SAU88 support the project through land use coordination, lease negotiations, public process, and permitting coordination.

The project is now in an advanced readiness phase. Over \$3.6million in funding is currently committed to the project proposed at the West Lebanon location. Key concurrent steps include finalizing site control, completing environmental review, advancing final design and engineering, submitting development applications, completing local review, and proceeding toward construction. Construction is targeted for 2027, subject to funding, permitting, lease execution, and final approvals.

Community Development Benefits

The Boys & Girls Clubs Upper Valley Childcare Facility is a partnership-based response to a documented and persistent childcare shortage affecting Lebanon and the Upper Valley. The proposed childcare facility is intended to help families remain in the community, help employers retain workers, support local and regional workforce needs, and provide a long-term community asset without creating a City-owned or City-operated childcare center.

The project aligns with Lebanon's strategic goals related to early childhood education, economic development, workforce support, and regional childcare initiatives. It also supports the broader West Lebanon vision of activating local assets and strengthening community-serving infrastructure.

With the BGCCNNH's demonstrated experience in nonprofit operations, the proposed facility will provide substantial public benefit by creating new childcare capacity, supporting working families, expanding early childhood education employment, and strengthening workforce participation in Lebanon and the Upper Valley. The project will also support broader community goals by leveraging outside investment, activating underutilized public land, improving site organization, and advancing a long-discussed civic use at Seminary Hill. CDBG support is one of the major final funding pieces; it will help close the capital funding gap and allow the project to move forward toward final design, permitting, construction, and eventual operation.

CITY OF LEBANON
RESIDENTIAL ANTI-DISPLACEMENT AND RELOCATION ASSISTANCE PLAN
THE BOYS & GIRLS CLUBS OF CENTRAL AND NORTHERN NEW HAMPSHIRE

Every effort will be made to minimize temporary or permanent displacement of persons due to a CDBG project undertaken by the municipality. THE BOYS & GIRLS CLUBS OF CENTRAL AND NORTHERN NEW HAMPSHIRE (BGC UPPER VALLEY CHILDCARE CENTER) WILL NOT INCLUDE DISPLACEMENT of one or more existing businesses.

However, in the event of displacement as a result of a federally funded award, The Boys & Girls Clubs will develop and submit a Relocation Plan if necessary and the CITY OF LEBANON will comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, to any household, regardless of income which is involuntarily and permanently displaced.

If the property is acquired, but will not be used for low/moderate income housing under 104(d) of the Housing and Community Development Act of 1974, as amended, the displacement and relocation plan shall provide that before obligating and spending funds that will directly result in such demolition or conversion the municipality will make public and submit to CDFA the following information:

- a. Comparable replacement housing in the community within three (3) years of the commencement date of the demolition or rehabilitation;
- b. A description of the proposed activity;
- c. The general location on a map and appropriate number of dwelling units by number of bedrooms that will be demolished or converted to a use other than as low and moderate income dwelling units as a direct result of the assisted activity;
- d. A time schedule for the commencement and completion date of the demolition or conversion;
- e. The general location on a map and appropriate number of dwelling units by number of bedrooms that will be provided as replacement dwelling units;
- f. The source of funding and a time schedule for the provision of replacement dwelling units;
- g. The basis for concluding that each replacement dwelling unit will remain a low and moderate income dwelling unit for at least ten (10) years from the date of initial occupancy;
- h. Relocation benefits for all low or moderate income persons shall be provided, including reimbursement for moving expenses, security deposits, credit checks, temporary housing, and other related expenses and either:
 1. Sufficient compensation to ensure that, at least for five (5) years after being relocated, any displaced low/moderate income household shall not bear a ratio of shelter costs to income that exceeds thirty (30) percent, or:
 2. If elected by a family, a lump-sum payment equal to the capitalized value of the compensation available under subparagraph 1. above to permit the household to secure participation in a housing cooperative or mutual housing association, or a Section 8 certificate of voucher for rental assistance provided through New Hampshire Housing Finance Authority.
- i. Persons displaced shall be relocated into comparable replacement housing that is decent, safe, and sanitary, adequate in size to accommodate the occupants, functionally equivalent, and in an area not subject to unreasonably adverse environmental conditions;
- j. Provide that persons displaced have the right to elect, as an alternative to the benefits in

City of Lebanon

Residential Anti-Displacement and Relocation Assistance Plan
THE BOYS & GIRLS CLUBS OF CENTRAL AND NORTHERN NEW HAMPSHIRE
Adopted:

subparagraph 2. above, to received benefits under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 if such persons determine that it is in their best interest to do so; and

- k. The right of appeal to the executive director of CDFA where a claim for assistance under subparagraph 2. above, is denied by the grantee. The executive director's decision shall be final unless a court determines the decision was arbitrary and capricious.
- l. Paragraphs a. through k. above shall not apply where the HUD Field Office objectively finds that there is an adequate supply of decent, affordable low/moderate income housing in the area.

CERTIFICATION OF COMPLIANCE

If the CITY OF LEBANON anticipates displacement or relocation activities will be necessitated by this project, the City certifies that it will comply with the Uniform Relocation Act and Section 104 (d) of the Housing and Community Development Act of 1974, as amended.

Printed Municipal Official Name: Andrew Hosmer

Title: City Manager

Signature: _____

Date of Adoption by the Lebanon City Council : _____



The July 15, 2026 Notice of Public Hearing for the CDBG PUBLIC FACILITIES APPLICATION for the BOYS AND GIRLS CLUBS OF CENTRAL AND NORTHERN NEW HAMPSHIRE was posted on Thursday, July 2, 2026 in the following three public places:

Lebanon City Hall, Lebanon, NH
Lebanon Public Library, Lebanon, NH
Kilton Public Library, West Lebanon, NH

The Notice was also published in the *Valley News* on Friday, July 3, 2026.

Certified by:

David Brooks
Deputy City Manager
City of Lebanon, NH

Dated: July 7, 2026

July 15, 2026.

The foregoing notice was published in the Valley News, a newspaper of general circulation in the City of Lebanon, in accordance with the City's code, on Friday July 3, 2026 and Tuesday July 7, 2026.

Jay Bish

Jay Bish

Deputy City Clerk



**LEBANON CITY COUNCIL
NOTICE OF PUBLIC HEARINGS
Wednesday, July 15, 2026 - 6:00pm
Council Chambers, City Hall or
REMOTE VIA VIRTUAL PLATFORM
LebanonNH.gov/LIVE**

The Lebanon City Council will hold public hearings on July 15, 2026, beginning at 6:00pm for the following:

- A. Supplemental Appropriation of up to \$2,050,000 for a new Barrows Street Housing Development Project; Authorization for City Manager to Apply for Loans up to \$1,700,000 to Supplement Existing Grant Funding from NHBEA for Construction and Disposition of the Barrows Street Housing Development Project; Designation of City Manager as Authorized Representative of the City** – A public hearing for the purpose of receiving public input and taking action to appropriate up to \$2,050,000 for expenditure in the Capital Improvements Fund for planning, design, permitting, construction, and disposition of a new Barrows Street Housing Development project; to authorize the City Manager to apply for loans up to \$1,700,000 to supplement existing grant funding from the NH Department of Business and Economic Affairs for construction and disposition of the Barrows Street Housing Development project; and to designate the City Manager as the authorized representative of the City.
- B. Public Facilities CDBG Application for Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH)** - Public hearings for the purpose of receiving public input and taking action on a Community Development Block Grant (CDBG) application proposed by the City of Lebanon to the NH Community Development Finance Authority (CDFA). Counties and communities can apply annually on a competitive basis for up to the following in each grant available: \$750,000 for housing, public facilities; \$500,000 for economic development; and \$25,000 for planning/feasibility studies. Public hearings are as follows:
 - 1. A public hearing on a proposed CDBG application for up to \$750,000 in CDBG Public Facilities funds to be sub-granted to Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH); and to authorize the City Manager to sign, submit, and execute any documents which may be necessary to effectuate the CDBG Application and contract; and
 - 2. A public hearing to adopt the City of Lebanon Residential Anti-Displacement and Relocation Assistance Plan for Boys and Girls Clubs of Central and Northern New Hampshire (BGCCNNH).

**Agenda
Lebanon City Council
July 15, 2026**

13. New Business:

**13.A – Review and Discussion of Draft Housing Chapter of the Master Plan
Report by Housing Task Force with Analysis by Urban Land Institute**

Background

On July 17, 2024, the City Council established a Lebanon Housing Task Force with a stated goal of producing a report on housing and, based on the findings of said report, recommending changes to (i) the Housing chapter of the City's 2012 Master Plan, and (ii) the Neighborhood and Housing functional area of the City of Lebanon Strategic Plan. The Housing Task Force was directed to complete the final report and recommended Master Plan and Strategic Plan changes no later than July 1, 2026.

In Spring 2025, the City was awarded a \$100,000 Housing Opportunities Planning grant through the InvestNH program, which was used to engage Resilience Planning, a planning consulting firm, to assist the Housing Task Force with data collection and analysis and rewriting the Housing chapter of the Master Plan. The Housing Task Force recently held its last formal meeting and made final edits to the draft Housing chapter, which is enclosed for the Council's review.

In addition, in August 2025, Lebanon was selected to participate in a national Housing Supply Accelerator Challenge, an initiative of the American Planning Association and the National League of Cities designed to accelerate the implementation of proven and innovative housing strategies in communities across the country. Participation in the Accelerator Challenge makes the City eligible for additional technical assistance.

The City has partnered with the Urban Land Institute to host a Technical Assistance Panel (TAP) from July 13th-15th. The TAP will meet with the Planning Board on July 13th and conduct a variety of stakeholder interviews on July 14th. At the July 15, 2026 Council meeting, the Urban Land Institute will be present with the Planning and Development Department and members of the Housing Task Force to review and discuss the draft Housing chapter and to provide recommendations on how best to implement the actions and achieve the goals of the Housing chapter based on the two-day TAP workshops.

Action

No action is required at this time. This item is for informational purposes only.

Not Included, but Available:

1. [June 17, 2026 City Council Agenda Packet, including draft Housing Chapter of the Lebanon Master Plan entitled "Living in Lebanon 2035, A Housing Chapter for the City of Lebanon Master Plan"](#)

Agenda

Lebanon City Council

July 15, 2026

13. New Business:

13.B – Presentation on Potential Housing Development Capacity Constraints

Background

In March and April 2026, the City Council received presentations from the Planning & Development Department on the state of housing in the City. The presentations were requested by the Council following the conclusion of discussions about proposed zoning amendments in the Route 120 Corridor earlier in the year. In particular, the Council expressed an interest in learning more about the types, numbers, and locations of housing units already approved for development; the status of various approved projects; and how the Lebanon schools and other City infrastructure and services may be impacted by future development and growth.

Following the April discussion, the Council requested additional information about potential constraints to further development, including the anticipated capacity of schools, public infrastructure, and emergency services to accommodate future growth.

The Lebanon School District's Demographic Study Report for 2025 was provided as part of the April 15th discussion, and a link to the agenda packet is provided below.

The Lebanon Fire and Police Departments have provided the most recently completed reports for their operational and staffing requirements, which are dated September 2008 and June 2023, respectively.

In addition, the Department of Public Works has provided a summary of design capacity and utilization of the water treatment and distribution system and the wastewater collection and treatment system in the City, both of which were designed with future growth in mind:

- The Water Treatment facility has a design capacity of 3.5 million gallons/day (MGD). At present, the facility operates at less than 2 MGD, with no known deficiencies in the capacity of the distribution system.
- The Wastewater Treatment facility has a design capacity of approximately 3.18 MGD. At present, the facility regularly treats about 1.5 MGD, but it fluctuates year to year based on rainfall and infiltration and inflow. The constrictions in sewer main/interceptor capacity that were discovered about 10 years ago have largely been fixed and all parts of the wastewater collection system have capacity to accommodate significant increases in flows.
- The City has conducted several build-out analyses over the past 25 years. Those studies are generally not specific to actual water or wastewater flows, but reflect possible percentage changes in flows. The projected percentage changes indicate that the City would still be under the maximum design capacities of the respective treatment facilities. However, actual flows are heavily dependent on the type of development that occurs and, therefore, cannot be projected with a high degree of certainty prior to actual development projects being proposed.
- Overall, the City's water and wastewater systems have adequate capacity to accommodate a substantial amount of future growth, but would be regularly monitored as new developments are proposed and constructed.

- It is worth noting that the potential “Large Groundwater Well” capital project is not related to water treatment capacity concerns; it is related more to water quality concerns associated with using a surface water body as a primary source.

Action

This agenda item is for informational purposes only. No action is required by the Council.

Included In This Section:

1. Lebanon, New Hampshire Fire Department Study, September 2008, prepared by MMA Consulting Group, Inc.
2. Lebanon Police Department, Updated Staffing and Personnel Assessment, dated June 27, 2023

Not Included, But Available

3. [Lebanon School District, SAU #88, NH, Demographic Study Report 2025](#)

LEBANON, NEW HAMPSHIRE

FIRE DEPARTMENT STUDY

SEPTEMBER 2008

MMA CONSULTING GROUP, INC.
1330 BEACON STREET
BROOKLINE, MASSACHUSETTS 02446

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I. EXECUTIVE SUMMARY

This *Fire Department Study* was conducted by MMA Consulting Group, Inc. and is intended to assist with the development of a plan to improve the organization, operations, deployment and management of the Lebanon Fire Department. The study required consultants to interview key members of the Fire Department, review data, conduct computer mapping, and analyze current operations.

The primary finding of the study is that the City of Lebanon and the Fire Department provide a sophisticated level of fire and emergency medical services. The Fire Department is effective operationally; however, the Fire Department should implement several administrative and operational changes to improve the use of personnel and control personnel expenditures. In the long- term, several staffing adjustments should be considered.

The primary study findings are:

- The Fire Department has substantial fire and emergency medical capability.
- The Fire Department's service area and the road network of the City make the delivery of services challenging.
- The Fire Department's use of overtime requires a new management approach.
- The Fire Department's emergency medical services call-back system is, in part, driven by deployment policies.
- The fire incident call back system requires adjustment.
- The current policy of the Department to deploy five personnel daily requires the Department to use overtime to fill shift vacancies resulting from authorized leave (e.g., sick leave, vacation leave, personal leave).

- The administrative oversight functions of company officers is limited.
- The Department's fire and emergency medical response from Station 2 requires review.
- The current organization structure focuses authority and responsibility on both the Chief and the Assistant Chief. Some sharing of responsibility should be considered.

Twenty-nine recommendations are presented in this report. Several recommendations are concerned with accountability and staffing. The staffing and deployment recommendations are designed to improve Department effectiveness. It is recommended that the Fire Department employ four additional firefighters. This recommendation is made for several reasons. The addition of four personnel will reduce some shift overtime and call-back overtime, if the employment of personnel is accomplished in conjunction with changes in call-back and deployment policies. With four additional personnel, the Department should be able to deploy three personnel (one officer and two firefighters at both Station 1 and Station 2). This staffing model (assigning one additional firefighter to Station 2) provides stronger emergency medical service response capability from Station 2 and improves firefighter safety.

The major recommendations in this report include:

- The Fire Department should continue to maintain EMS at the advanced life support level. The Fire Department should continue to deploy ambulances at both Station 1 and Station 2.
- The Fire Department should institute a new emergency medical services call-back system.
- The Fire Department should establish written standard operating protocols for EMS dispatch based on emergency medical dispatch (EMD) procedures.
- The Fire Department should establish enhanced EMS protocols. A new call-back system which guides company officers in the event of simultaneous calls for service should be implemented.

This proposed EMS deployment system requires the revision of response protocols. The proposed revised protocols are outlined below.

EXHIBIT 1
CURRENT AND PROPOSED FIRE DEPARTMENT EMS DEPLOYMENT POLICIES

TYPE OF INCIDENT	UNITS DISPATCHED	CURRENT RECALL POLICY	PROPOSED DISPATCH POLICY	PROPOSED RECALL POLICY
ALS CALLS				
E RESPONSE	2 ambulances and 1 engine	Immediate call- back of 2 firefighters and two call personnel	1 ambulance and one engine (3 personnel)	No recall necessary unless personnel on scene request assistance
D RESPONSE	2 ambulances	The duty Captain has the option to call back personnel	1 ambulance and one engine (3 personnel)	No recall necessary unless personnel on scene request assistance
C RESPONSE	1 ambulance	The duty Captain has the option to deploy an engine	No recall necessary unless personnel on scene request assistance	No recall necessary unless personnel on scene request assistance
BLS CALLS				
B RESPONSE	1 ambulance	No engine deployed	1 ambulance	No engine deployed
A RESPONSE	1 ambulance	No engine deployed	1 ambulance	No engine deployed

- The Fire Department and the City Finance Office should institute a new system to manage payroll and overtime use.
- The Fire Department should establish a system in which company officers have administrative oversight responsibilities for the approval of overtime and monitoring of sick leave use.

- The Fire Department should maintain one Captain and two Firefighters per shift at Station 1.
- The Fire Department should have a goal of maintaining one Lieutenant and two Firefighters per shift at Station 2.
- The Fire Department should, in the long-term, add four additional Firefighters to each shift.
- The Fire Department should reorganize the Department and establish two Assistant Chief positions (an increase of one Assistant Chief).
 - ▶ One Assistant Chief should have the title of Assistant Chief for Operations and be responsible for field operations, including daily emergency operations, training, and emergency medical services.
 - ▶ One Assistant Chief should have the title of Assistant Chief for Staff Services and be responsible for fire prevention, communications, fire alarm services, and research and planning.
- The Fire Department should formalize the current practice of having an incident commander available at a structure fire or other significant emergency response
- The Fire Department should work with fire departments in the area to develop a regional Incident Management Team (IMT). Mutual aid IMT procedures should be established.
- The City should consider working with Hanover to establish a fire station near the Lebanon-Hanover border to allow service to both communities.

Exhibit 2 presents the major recommendations in the order they are presented in this report, along with assigned priorities. The recommendations have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay and which bear directly on the ability of the Fire Department to provide an acceptable level of service and operate in an efficient manner.

Priority 2: Recommendations which are important to the effective and efficient operation of the Fire Department and should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of the Fire Department and should be implemented as soon as resources and operating conditions permit.

**EXHIBIT 2
LIST OF RECOMMENDATIONS**

	RECOMMENDATION	PRIORITY
1	The Fire Department should develop quarterly management information reports.	2
2	The Fire Department should develop a system to review the use of sick leave.	1
3	The City and the Fire Department should consider the employment of four additional firefighters.	3
4	The Fire Department should continue to deploy a Captain and two Firefighters at Station 1.	1
5	The Department should have a goal of deploying one Lieutenant and two Firefighters at Station 2.	1
6	The Fire Department should develop written standard operating protocols based on emergency medical dispatch (EMD) procedures.	1
7	The Fire Department should discontinue the practice of dispatching two ambulances to an initial advanced life support (ALS) EMS request for service.	1
8	The Fire Department should dispatch one engine and one ambulance from the closest station to EMS category C, D, or E requests for service (ALS calls for service).	1
9	The Fire Department should continue the practice of dispatching one ambulance to EMS category A and B requests for service (BLS calls for service).	1
10	The Fire Department should establish enhanced EMS response procedures.	1
11	The Fire Department should implement new EMS protocols, which should include call-back procedures for simultaneous responses.	1
12	The Fire Department should revise the current general call-back protocol.	1
13	The Fire Department should be reorganized and a second Assistant Chief position should be created.	3

14	The Fire Department should rotate the duty assignments of the Assistant Fire Chiefs every two or three years.	3
15	The Fire Department should establish a duty assignment system in which responsibility for responding to major emergencies on evenings and weekends is rotated among chief officers.	3
16	The Fire Department should develop a policy which allows appropriately trained firefighters to serve as acting company officers.	2
17	Captains, as shift commanders, should be responsible for the management of sick leave.	1/2
18	The Fire Department should establish a system in which company officers have administrative oversight responsibilities.	1/2
19	Captains should have the authority to authorize overtime in accordance with Department procedures and protocols.	1/2
20	Captains should be required to review and approve the payroll records of their shift.	1
21	Consideration should be given to making Fire Captain a management position.	2
22	The Fire Department should adopt policies and practices which ensure that a company officer is not required to serve in the dual roles of an incident commander and a company officer.	1
23	The Fire Department's response policies should require an incident commander at all structure fire incidents and other emergencies.	1
24	The Fire Department should develop a fire company inspection program which supports the Department's preplanning efforts and the fire prevention program.	2
25	The Fire Department should continue to employ two Fire Inspectors.	1
26	The Fire Department should work with fire departments in the area to develop a regional Incident Management Team (IMT).	2
27	Mutual aid IMT procedures should be established.	2
28	The Fire Department should continue to provide ALS ambulance services.	1
29	The City should consider working with Hanover to develop a shared fire station.	3

The report is organized into several chapters. This *Executive Summary* presents the major findings and recommendations. Chapter II, *Scope of the Study and Response Benchmarks*, describes the purpose of the study and basic fire and EMS service benchmarks. Chapter III, *Background and Demand for Service*,

describes the Fire Department and presents basic data regarding services delivered. Chapter IV, *Operational Practices and Effective Resource Management*, discusses overtime and staffing. Chapter V, *Department Organization and Command Structure*, discusses the roles of the Assistant Chief and company officers. Chapter VI, *Emergency Medical Service Delivery Systems*, discusses alternatives to the current EMS system. Chapter VII, *Response Capability and Computer Mapping*, describes the response capability of the Fire Department. Chapter VIII, *Implementation of Recommendations*, describes a process for implementing the major recommendations in the report.

II. SCOPE OF THE STUDY AND RESPONSE BENCHMARKS

PURPOSE OF THE STUDY

The City of Lebanon requested a study to review the use of overtime, organizational accountability, the deployment of personnel, and possible alternatives to the current emergency medical services system. To accomplish the purpose of the study, it was necessary to review staffing and deployment policies, service demand, overtime policies, response capability, facility locations, and the level of EMS services provided by the City.

RESPONSE BENCHMARKS AND STANDARDS

Fire and emergency medical services are measured using emerging benchmarks, standards, and industry practices. In Chapter VII and Appendix 1, we have discussed standards, benchmarks and the underlying principles associated with providing fire and emergency medical services. Those benchmarks and standards include:

The *requirement* for a minimum of four equipped personnel to be present before entry in a structure fire incident.

The *requirement* for a rapid intervention team (RIT) to be present for safety reasons at working structure fires.

The *requirement* for a qualified incident commander and a qualified safety officer to be present at working incidents.

The *NFPA 1710 and industry standards* to have a minimum of 15 firefighters, including an incident commander, present for a low-hazard structure fire, and at least two pumpers and a ladder truck, or similar vehicle.

The development of emergency medical service response time benchmarks which are suggested in NFPA 1710, the *American Heart Association Statement on Chain of Survival*, and the Eisenberg Model, which discuss the survivability for a non-breathing person and the application of CPR, defibrillation, and advanced life support.

These benchmarks, standards, and practices provide a framework for measuring a Fire Department. However, it is important to note that achieving these measures may be difficult and, in many cases, may be impossible. Using creativity including regional solutions, will assist the City in making progress toward meeting benchmarks. Moreover, these benchmarks, standards, and practices are operational measures, and should be considered along with the management capability of the organization.

III. BACKGROUND AND DEMAND FOR SERVICE

THE LEBANON FIRE DEPARTMENT

The Fire Department employs a Fire Chief, an Assistant Fire Chief, two Fire Inspectors, one Administrative Secretary, four Captains, four Lieutenants, and 16 Firefighters. In addition, the Department employs 12 call Firefighters. The Fire Department deploys career personnel from two fire stations.

The Lebanon Fire Department uses a four group/shift system and operates on the 10/14 schedule. Employees are scheduled to work two 10- hour days, followed by two 14- hour nights, followed by four days off. Six firefighters are assigned to each shift, including one Captain, one Lieutenant, and four Firefighters. Exhibit 3 shows the current staffing of the Fire Department; Exhibit 4 displays the daily deployment of personnel. Typically, the Fire Department has a daily staffing minimum of five personnel.

EXHIBIT 3
CURRENT STAFFING OF THE FIRE DEPARTMENT

POSITION	TOTAL STAFFING	SHIFT/GROUP ASSIGNMENT
Fire Chief	1	
Assistant Fire Chief	1	
Captain	4	1
Lieutenant	4	1
Firefighter	16	4
Administrative Secretary	1	
Fire Inspector	2	
Total	29	6

The Fire Department is organized in the following manner. The Assistant Fire Chief and the Administrative Secretary report to the Fire Chief. Each of the four Captains are responsible for a shift of a Lieutenant and four Firefighters. The Captains report to the Assistant Chief, who is responsible for emergency operations. The two inspectors report to the Assistant Fire Chief.

The typical daily deployment for the Fire Department is shown in Exhibit 4. The Fire Department has six personnel assigned to each of its four groups or shifts. Because of authorized leaves, the Department operates with approximately five personnel each day. Three personnel are normally on-duty at Station 1 and two personnel are on-duty at Station 2. In Appendix 2 of this report, we have provided information on the number of firefighters in selected New Hampshire cities and towns.

EXHIBIT 4
TYPICAL DAILY DEPLOYMENT OF PERSONNEL

	STATION 1 (HEADQUARTERS)	STATION 2
Captain	1	
Lieutenant		1
Firefighter	2 or 3	1
Total	3 or 4*	2

* If six firefighters are on-duty, three firefighters are assigned to Headquarters.

The Fire Department serves a residential population of approximately 13,600 and a daytime population of approximately 35,000. The Department has a relatively large service area of 41.2 square miles. All full-time members of the Fire Department are trained as emergency medical technicians. The Department has a relatively high level of EMS training. Exhibit 5 summarizes the training level of personnel. Exhibit 6 displays the same information by rank.

EXHIBIT 5
LEBANON FIRE DEPARTMENT EMS TRAINING LEVELS

TRAINING LEVEL (HIGHEST TO LOWEST)	NUMBER OF FIREFIGHTERS
Emergency Medical Technician Paramedic (EMT- P)	14
Emergency Medical Technician Intermediate (EMT-I)	6
Emergency Medical Technician Basic (EMT-B)	8
Total	28

EXHIBIT 6
LEBANON FIRE DEPARTMENT EMS TRAINING LEVEL BY RANK

POSITION	EMT-P	EMT-I	EMT-B
Fire Chief			1
Assistant Fire Chief	1		
Captain	2		2
Lieutenant	4		
Firefighter	6	6	4
Fire Inspector	1		1
Total	14	6	8

CALLS FOR SERVICE

The Fire Department responded to 2,694 calls for service in 2007; 1,594 calls were for emergency medical services. The following three exhibits illustrate the calls for service during the last five years. The Department averaged 2,610 calls over the last five years.

EXHIBIT 7
FIRE DEPARTMENT CALLS FOR SERVICES 2003 TO 2007

TYPE OF INCIDENT	2003	2004	2005	2006	2007	AVERAGE
Fire	86	107	59	96	82	86.0
Overpressure Rupture, Explosion, Overheat	9	6	10	11	16	10.4
Rescue & EMS	1,510	1,642	1,757	1,656	1,685	1,650.0
Hazardous Condition	81	95	98	103	100	95.4
Service Call	170	178	218	229	245	208.0
Good Intent	186	112	178	213	191	176.0
False Alarm & False Call	379	363	390	321	356	361.8
Severe Weather & Natural Disaster	1	32	14	12	8	13.4
Special Incident Type	9	10	8	10	11	9.6
Total	2,431	2,545	2,732	2,651	2,694	2,610.6
Percent Increase		4%	7%	-3%	2%	2.5%

EXHIBIT 8
FIRE DEPARTMENT EMS INCIDENTS 2003 TO 2007

	2003	2004	2005	2006	2007	AVERAGE
Medical Assist/Assist EMS crew	13	12	12	15	9	12.2
EMS	1,217	1,308	1,420	1,407	1,437	1,358
Motor Vehicle Accident w/Injuries	158	205	154	143	142	160.4
Motor Vehicle Accident w/Pedestrian	13	12	9	7	6	9.4
Total	1,401	1,537	1,595	1,572	1,594	1,539.8
Percent Increase		9%	4%	-1%	1%	3.1

EXHIBIT 9
FIRE DEPARTMENT CALLS – PERCENT INCREASE OR DECREASE 2003 TO 2007

	2003-2004	2004-2005	2005-2006	2006-2007	AVERAGE
EMS Calls % Increase	8.8%	3.6%	-1.5%	1.4%	3.1%
Fire & Other Calls % Increase	-2.0%	7.4%	2.0%	1.4%	2.2%
Total Calls % Increase	4.5%	6.8%	-3.1%	1.6%	2.5%

These data from Exhibits 7, 8, and 9 indicate that the Fire Department's calls for service have increased by 2.5 percent during the last five years. Emergency medical calls for service have increased by 3.1 percent.

EXHIBIT 10
NUMBER AND PERCENT OF FIRE AND EMS CALLS

	FIRE & OTHER CALLS		RESCUE & EMS CALLS	
	NUMBER	PERCENT	NUMBER	PERCENT
2003	921	37.9%	1,510	62.1%
2004	903	35.6%	1,642	64.5%
2005	975	35.7%	1,757	64.3%
2006	995	37.5%	1,656	62.5%
2007	1,009	37.6%	1,685	62.5%
Average	960.6	36.8%	1,650	63.2%

Exhibit 10 indicates that about 63 percent of the Department's calls for services are EMS related.

The Fire Department has established average response times for 10 zones in the City. The average response time varies by zone, from four to nine minutes. For purposes of illustration, we have displayed the average response time by zones in Exhibit 11, without identifying the zones. For a specific analysis by zone, see the maps prepared for the Fire Department entitled, *Lebanon Emergency Calls by Zone - Average Response Time*. Our review of these maps and the data associated with these maps indicate that the Fire Department's response capability is relatively strong when the road network and size of the City are considered.

EXHIBIT 11
AVERAGE RESPONSE TIME BY ZONE*

ZONE NUMBER	2005	2006	2007
1	7.14	6.56	6.79
2	5.01	4.96	4.96
3	6.21	7.18	7.42
4	9.28	9.07	8.67
5	3.91	3.64	3.77
6	6.94	6.63	6.52
7	6.91	7.55	6.34
8	-	8.11	8.29
9	Not shown on map	Not shown on map	Not shown on map
10	9.23	7.18	8.52

* See maps entitled, *Lebanon Emergency Calls by Zone - Average Response Time*.

The Department generates a great deal of data and information which documents and describes services provided. It is recommended that the Fire Department develop quarterly reports which present response information. The reports should include information, such as number of responses by category, response by time increment (number of responses in two minutes, four minutes, six minutes, etc.), and responses by time of day. In addition, the reports should contain detailed information about emergency medical service responses, such as number of incidents, number of ALS and BLS incidents, and number of transports. These reports will help the City and the Department make long- term planning decisions.

RECOMMENDATION 1: The Fire Department should develop quarterly management information reports.

IV. OPERATIONAL PRACTICES AND EFFECTIVE RESOURCE MANAGEMENT

The characteristics of the City, its population, its land area of more than 40 square miles and a complex and difficult road network indicate that providing emergency services from two response stations can be challenging. The Fire Department has a relatively high demand for service, since the City is a regional center.

EMERGENCY RESPONSE

The Fire Department is designed, and personnel are trained, to deliver both emergency medical services and fire services. The Fire Department's policy is to assign a Captain and two Firefighters to Station 1 and a Lieutenant and one Firefighter to Station 2. The Lebanon Fire Department is supported by automatic aid and mutual aid from the Hanover Fire Department and the Hartford Fire Department.

STRUCTURAL FIRE RESPONSE

A report of a confirmed structure fire or other fire incident is processed through the State's 911 center. The 911 center transfers the report to the Lebanon Police Department which dispatches the Fire Department. A structure fire response includes the two on- duty engine companies, the recall of all off- duty personnel, and automatic mutual aid support from either the Hartford Fire Department or the Hanover Fire Department. One mutual aid company will provide aerial ladder response and one will provide station coverage. Generally, four firefighters staff responding mutual aid companies.

Lebanon Fire Department personnel who are recalled report to Station 1 and staff the reserve engine and ladder companies. These personnel respond to the incident.

MEDICAL RESPONSE

A request for medical assistance is processed through the State's 911 center. The 911 center screens calls using emergency medical dispatch (EMD) procedures. Calls for medical assistance are identified as A, B, C, D, or E by the State's 911 center and are transferred to the City for dispatch. Calls that are categorized as E, D, and C require an ALS response. (E, or *Echo*, calls are the most serious types of incidents.) Calls categorized as A and B require a BLS response.

Currently, there are no written EMS deployment protocols. However, there are generally accepted response protocols. The on-duty Captain has the authority to determine the appropriate EMS response based on the information received from the 911 center.

The Fire Department transports patients to the Dartmouth-Hitchcock Hospital (Level 1 Trauma Center) and the Alice Peckday Hospital (Level 3 Trauma Center). The Emergency Department at the Alice Peckday Hospital closes at 11:00 p.m. each day.

The City bills for emergency medical services and uses a third party billing and collection company. The billing and collection fee is equal to eight percent of revenue collected. In 2007, the City received \$421,760. We estimate, based on experience, that approximately 70 percent of emergency medical service calls require a transport. It is estimated that the Fire Department transported approximately 1,179 patients in 2007. Therefore, the average collection rate is \$386 per transport. An emergency response with no transport generates no revenue.

OVERTIME AND DEPLOYMENT

The City's administration is concerned with the use of overtime. The use of overtime in the Fire Department can be generally attributed to three areas: filling shifts as the result of authorized leave (shift overtime); call-back of personnel for EMS calls for service (EMS call-back); and call-back of personnel due to fire or other emergency incidents (fire call-back).

SHIFT SCHEDULES

A certain amount of overtime can be expected in any Fire Department or emergency response organization. In the case of shift overtime, personnel are assigned to work overtime shifts to ensure that there are five personnel on duty at all times. Typically, it requires five personnel to fill one shift 24 hours a day, 365 days a year. Under the work schedule used by the Department, personnel average a 42-hour work week and are scheduled to work 2,184 hours per year (52 weeks x 42 hours per week = 2,184 hours, or 182 shifts, per year). Personnel actually work fewer hours, as a result of authorized leave (e.g., vacation leave, personal leave, sick leave, etc.). The following displays the number of personnel required to fill one position 24 hours a day, 365 days a year.

Hours per year = 8,760 (24 hours x 365 days)
 8,760 divided by four (number of firefighter groups) = 2,190 hours
 (The number of hours assigned are 2,184, since personnel average 42 hours per week.)

Personnel have a variety of authorized leave, such as vacation leave, personal leave, training leave, sick leave, and injury leave. The effect of authorized leave is to reduce the number of hours personnel work by about 15 to 20 percent. An average member of a Fire Department can be expected to work 1,700 to 1,800 hours per year. Assuming that a firefighter works 80 percent of his or her assigned shifts, a typical firefighter works approximately 1,747 hours per year. Generally, we have found that it requires 4.8 to 5.2 personnel to fill one firefighter position 24 hours per day, 365 days per year. Thus, for analysis purposes, we have assumed that it takes approximately 5.0 persons to fill one job.

During the course of our review of time off, we examined sick leave usage in the Fire Department. In 2007, for example, there were approximately 2,800 hours of sick leave used in the Fire Department. Assuming a 12- hour shift (average of a 10-hour and a 14-hour shift), personnel used an average of 9.35 days or shifts of sick leave annually. One member of the Department used 719 hours of sick leave. If we consider the amount of sick leave used by personnel, not including that staff member, the average sick leave use was 7.24 days or shifts. Seven members took no sick leave; four of these personnel were new employees, hired in 2007. Excluding the four new employees from the sick leave calculation, the average sick leave use per firefighter was 11.1 days, or shifts, per person.

In our opinion, the average amount of sick leave used is greater than is desirable. The Department should set a goal in which average sick leave use is five shifts per year.

RECOMMENDATION 2: The Fire Department should develop a system to review the use of sick leave.

SHIFT OVERTIME

In 2007, the Fire Department used 8,400 hours of shift overtime to fill vacancies. If the 8,400 hours is divided by 12 (the average of a 10-h our day shift and a 14- hour night shift), there are 700 shifts to be filled by overtime. This is

equal to almost two overtime shifts each day. The cost of shift overtime is similar to the cost of four full-time firefighters.

The cost of shift replacement is a function of the policy of the Department to maintain three personnel at Station 1 and two personnel at Station 2. Exhibits 12 and 13 show an estimate of the cost of shift overtime and the cost of a firefighter.

EXHIBIT 12
ESTIMATED COST OF SHIFT OVERTIME (2007)

Assumptions: Average overtime rate (time and one-half) = \$32.80 Hours per shift = 12 (the average of 10-hour and 14-hour shifts) Number of shifts to be filled = 700 (8,400 hours divided by 12 hours)	
Average overtime shift costs (\$32.80 x 12 hours)	\$393.60
700 shifts x \$393.60	\$275,520.00

EXHIBIT 13 (A)
ESTIMATED AVERAGE COST OF A FIREFIGHTER

Assumptions: Average hourly wage = \$23.91 Number of hours a firefighter is scheduled to work = 2,184 Direct benefit costs estimated at 49 percent of wages	
Average hourly wage (\$23.91 x 2,184)	\$52,219.00
Estimated benefit costs	\$25,587.00
Total firefighter cost	\$77,806.00

EXHIBIT 13 (B)
ESTIMATED AVERAGE COST OF FOUR FIREFIGHTERS COMPARED TO OVERTIME COSTS

Average annual cost of four firefighters (\$77,806 x 4)	\$311,225.00
Cost of shift overtime - 2007	\$294,424.00
Difference	\$16,801.00

The cost of four firefighters is \$311,225 (\$77,806 x 4 personnel) and the cost of shift overtime in 2007 was \$275,520. Thus, the Fire Department would not reduce costs by increasing the staffing of the Department by four personnel. It should be noted that, for purposes of illustrating costs, we used the average hourly wage of personnel. If we calculated the cost using the salary of an entry level firefighter, there would be some minor initial cost savings. An entry level firefighter is paid \$41,200 annually, plus benefits costing \$20,188 (benefits are equal to 49 percent of wages), resulting in a cost of \$61,388 per firefighter. The cost of four entry level firefighters is \$245,552, which is less than the cost of shift overtime in 2007.

While there are minor initial cost savings with the employment of new personnel, these cost savings decrease as personnel gain seniority. However, there are several reasons to consider the employment of four additional firefighters, including:

- Department personnel work a substantial number of overtime hours and it should be the policy of the Department to minimize shift overtime, to ensure that personnel are fit for duty and do not work excessive hours of overtime.
- The deployment of two personnel at Station 2 is not consistent with sound firefighter safety practices. Safe firefighting activities require a team of at least three firefighters. One firefighter is required to operate and monitor the apparatus pumping operations; a second firefighter is required to develop the hose line for firefighting operations; a third firefighter (a supervising officer) is responsible for directing firefighting activities.
- National EMS response protocols recommend that between three and five emergency responders be present at a life-threatening EMS incident. A three- person crew enhances EMS response.
- The additional staffing, along with the changes in recall policies discussed below, should eliminate most EMS call-back and a substantial amount of fire related call-back.

RECOMMENDATION 3: The City and the Fire Department should consider the employment of four additional firefighters.

Currently, on a typical day, the Fire Department deploys one Captain and two Firefighters at Station 1 and one Lieutenant and one Firefighter at Station 2. On days when there are four firefighters on-duty, the Department deploys the fourth firefighter at Station 1. Two personnel continue to be deployed at Station 2. The Fire Department should alter this deployment approach and, when the additional firefighter is available, assign the firefighter to Station 2. This practice will occasionally result in the availability of three firefighters at both Station 1 (Captain and two Firefighters) and Station 2 (Lieutenant and two Firefighters). The addition of four firefighters to the Department will increase the ability of the Department to deploy three personnel to Station 2.

RECOMMENDATION 4: The Fire Department should continue to deploy a Captain and two Firefighters at Station 1.

RECOMMENDATION 5: The Department should have a goal of deploying one Lieutenant and two Firefighters at Station 2.

The deployment of six personnel on each shift (three firefighters at each station), even with the four new firefighters, will result in some overtime costs. There are 8,760 hours in a year, and we assume the City wishes to deploy six personnel on a daily basis (24 hours each day, 365 days per year). There are 52,560 hours to be filled. Since firefighters can be expected to work 1,747 hours per year, the total number of hours of work to be filled is divided by the average number of hours worked by a firefighter (52,560 divided by 1,747 = 30.1 persons). In theory, this calculation means that 30 personnel are required to staff both stations with three persons. We have recommended the employment of four additional firefighters. It is our opinion that six personnel can be assigned to work each day using a limited amount of overtime. Some overtime will be required to have three personnel on-duty at each station, 24 hours per day, 365 days per year.

Exhibit 14 displays the number of personnel hours required to maintain six personnel on duty 24 hours per day, 365 days per year.

EXHIBIT 14
NUMBER OF WORK HOURS NECESSARY TO DEPLOY SIX FIREFIGHTERS 24/7

RANK	NO. OF PERSONNEL	HOURS ASSIGNED TO WORK	ESTIMATED HOURS WORKED
Captain	4	$2,184 \times 4 = 8,736$	6,989
Lieutenant	4	$2,184 \times 4 = 8,736$	6,989
Firefighter	20 (assumes 4 personnel are added to the workforce)	$2,184 \times 20 = 43,680$	34,944
Total	28	61,152	48,922
Number of Hours to be filled resulting in 6 personnel on duty 24/7			52,560
Hours of overtime required with 28 personnel (52,560-48,922)			3,639

EMS CALL-BACK AND SIMULTANEOUS RESPONSES

The Fire Department uses a call-back system to replace personnel deployed on certain EMS calls. Under current Department policies, an EMS call requires two career Firefighters and two call Firefighters to be recalled to duty. The cost of a recall is approximately \$164, not including the cost of call personnel. The average recalled firefighter receives overtime pay of \$32.80 per hour for a minimum of 2.5 hours, or \$82.00 per firefighter. In 2007, there were 774 hours of EMS call-back, or \$25,387 in costs.

The Fire Department does not have written EMS response protocols. There are, however, generally accepted response practices employed by shift Captains. These practices may vary among shifts. The current Fire Department deployment policies are presented in Exhibit 15.

EXHIBIT 15
FIRE DEPARTMENT EMS DEPLOYMENT POLICIES

TYPE OF INCIDENT	UNITS DISPATCHED	RECALL OF PERSONNEL
ALS CALLS		
E RESPONSE	2 ambulances & 1 engine	Immediate call-back of 2 career firefighters and 2 call firefighters
D RESPONSE	2 ambulances	The duty Captain has the option to call back personnel
C RESPONSE	1 ambulance	The duty Captain has the option to deploy an engine
BLS CALLS		
B RESPONSE	1 ambulance	No engine deployed
A RESPONSE	1 ambulance	No engine deployed

In addition to the response by Fire Department personnel, the Lebanon Police Department responds to EMS requests. Police vehicles are equipped with automatic external defibrillators.

Management of EMS call-back and a more effective deployment of personnel will require clear response protocols. The Department should prepare written EMS response protocols. The protocols should include a call-back procedure to be activated in the event of simultaneous incidents. Two suggested response protocols are shown in Exhibit 16. The protocols are concerned with the recall of personnel.

EXHIBIT 16
RECOMMENDED RECALL PROTOCOLS

PROPOSED EMS PROTOCOL & CALL-BACK PROCEDURE FOR SIMULTANEOUS RESPONSES

The first EMS call for service (for Station 1 or Station 2) - No recall is activated.

The second (simultaneous) call for service (for Station 1 or Station 2) - Recall of personnel may be required based on the type and expected duration of an incident. Upon arrival, EMS units should be required report the nature of the incident. If both the first and second EMS calls for service are valid responses requiring hospital transport, two or three firefighters should be recalled. The determination of whether to recall two or three

firefighters should be based on whether the EMS incidents are basic life support (BLS) or advanced life support (ALS). An ALS transport generally requires the services of three responders while a BLS transport generally requires the service of two responders. On-duty company officers should make the decision on the number of firefighters to recall.

PROPOSED SIMULTANEOUS EMS & FIRE EMERGENCY RESPONSE PROTOCOL

The first EMS call for service or fire call for service (Station 1 or Station 2) - No recall is activated.

The second (simultaneous) call for service whether EMS or fire - Recall of two or three firefighters may be required based on the nature and expected duration of the simultaneous incidents. If the on-scene officers report a *prolonged* in-service time from either incident, a recall is necessary.

A prolonged incident is defined as an incident with a duration of more than 20 minutes. If officers report less than a 20-minute incident response time, a call-back will not be activated. In this situation, a stand-by alert should be transmitted to all firefighters indicating that all emergency units are engaged in limited emergency activities; if a third simultaneous call for service is reported, the stand-by alert should be upgraded to a limited call back alert.

Personnel responding to a limited call-back alert should be required to notify the dispatch center that they are responding to Station 1 within 20 minutes to be eligible for a limited call-back alert status.

In addition to the protocols discussed above, a new general call-back protocol should be established. Currently, when a general call-back is activated, personnel respond, but do not notify the Department's communication center that they are responding. Under this practice, during a major emergency, the incident commander does not know the number of personnel who will respond to a general call-back. This uncertainty in the number of personnel who are responding to a recall may hamper or prevent the incident commander from accomplishing the incident objectives in a serious emergency.

The Fire Department should implement a policy which requires responding personnel to verify that they are responding, and indicate their estimated time of

arrival at Station 1. The City dispatch center should notify the incident commander of the number personnel responding to the recall.

Exhibit 17 compares the current EMS deployment protocols and the proposed EMS protocols.

EXHIBIT 17
CURRENT AND PROPOSED FIRE DEPARTMENT EMS DEPLOYMENT POLICIES

TYPE OF INCIDENT	UNITS DISPATCHED	CURRENT RECALL POLICY	PROPOSED DISPATCH POLICY	PROPOSED RECALL POLICY
ALS CALLS				
E RESPONSE*	2 ambulances and 1 engine	Immediate call-back of 2 firefighters and 2 call personnel	1 ambulance and one engine (3 personnel)	No recall necessary unless personnel on scene request assistance
D RESPONSE	2 ambulances	The duty Captain has the option to call back personnel	1 ambulance and 1 engine (3 personnel)	No recall necessary unless personnel on scene request assistance
C RESPONSE	1 ambulance	The duty Captain has the option to deploy an engine	No recall necessary unless personnel on scene request assistance	No recall necessary unless personnel on scene request assistance
BLS CALLS				
B RESPONSE	1 ambulance	No engine deployed	1 ambulance	No engine deployed
A RESPONSE	1 ambulance	No engine deployed	1 ambulance	No engine deployed

* E is the most serious type of EMS call.

The new EMS response protocols should eliminate most EMS call-back. The institution of new general call-back procedures should reduce the amount of fire related call-back.

RECOMMENDATION 6: The Fire Department should develop written standard operating protocols based on emergency medical dispatch (EMD) procedures.

RECOMMENDATION 7: The Fire Department should discontinue the practice of dispatching two ambulances to an initial advanced life support (ALS) EMS request for service.

RECOMMENDATION 8: The Fire Department should dispatch one engine and one ambulance from the closest station to EMS category C, D, or E requests for service (ALS calls for service).

RECOMMENDATION 9: The Fire Department should continue the practice of dispatching one ambulance to EMS category A and B requests for service (BLS calls for service).

RECOMMENDATION 10: The Fire Department should establish enhanced EMS response procedures.

RECOMMENDATION 11: The Fire Department should implement new EMS protocols, which should include call-back procedures for simultaneous responses.

RECOMMENDATION 12: The Fire Department should revise the current general call-back protocol.

V. DEPARTMENT ORGANIZATION AND COMMAND STRUCTURE

FIRE DEPARTMENT ORGANIZATION

The Fire Department employs a Fire Chief, an Assistant Fire Chief, two Fire Inspectors, one Administrative Secretary, four Captains, four Lieutenants, and 16 Firefighters. In addition, the Department employs 12 call Firefighters. The Assistant Fire Chief is responsible for emergency operations. The four shift Captains and the two Inspectors report to the Assistant Chief.

The Fire Department should establish a second Assistant Chief position (an increase of one Assistant Chief). This is recommended for several reasons. First, the scope of responsibility of the current Assistant Chief is too broad. The Department has a relatively high activity level and the Assistant Chief should be focused on daily emergency operations, training, oversight of emergency medical services, and safety of operations. Moreover, it is important to have a chief officer responsible for the development of a comprehensive fire prevention and inspection program. The nature of development within the City indicates that a chief officer should be designated as Fire Marshal. This Assistant Chief should directly supervise the two Fire Inspectors.

The proposed roles of the Assistant Fire Chief positions are summarized in Exhibit 18.

EXHIBIT 18
RESPONSIBILITIES OF ASSISTANT FIRE CHIEFS

POSITION	RESPONSIBILITIES
Assistant Chief for Operations	Oversees emergency operations, training, and emergency medical services.
Assistant Chief for Staff Services	Serves as Fire Marshal and oversees the comprehensive fire prevention and inspection program, emergency communications, fire alarm services, research and planning, and recruitment and retention of call personnel.

The Fire Department's policy should be to rotate the duty assignments of the Assistant Fire Chiefs every two or three years. This practice is designed to develop the skills and the abilities of each Chief officer.

The Fire Department should establish a system in which there is a chief officer on call during the evenings and weekends and available to respond in the event of a major emergency. The responsibility for responding to major emergencies should be rotated among chief officers.

RECOMMENDATION 13: The Fire Department should be reorganized and a second Assistant Chief position should be created.

The Fire Department should reorganize the Department and establish two Assistant Chief positions (an increase of one Assistant Chief). The role of each chief officer is summarized below.

- ▶ One Assistant Chief should have the title of Assistant Chief for Operations and be responsible for field operations, including daily emergency operations, training, and emergency medical services.
- ▶ One Assistant Chief should have the title Assistant Chief for Staff Services should act as Fire Marshal, and oversee communications, fire alarm services, research and planning, and recruitment and retention of call personnel.

RECOMMENDATION 14: The Fire Department should rotate the duty assignments of the Assistant Fire Chiefs every two or three years.

RECOMMENDATION 15: The Fire Department should establish a duty assignment system in which responsibility for responding to major emergencies on evenings and weekends is rotated among chief officers.

COMPANY OFFICERS

The Fire Department's company officers, Captains and Lieutenants, have responsibility for daily supervision and overseeing emergency responders at the scene of an incident. When a company officer is on leave, the officer is replaced by another officer, normally at an overtime rate. The practice of replacing one officer

with another off- duty officer, while generally a responsible policy, should be altered. It should be the practice of the Fire Department to develop the skills and experience of firefighters by providing them with the opportunity to serve in the role of an acting officer. This assumes that personnel have the appropriate training to serve in the capacity of an acting officer. Fire Lieutenants should also have the opportunity to serve in the role of acting Captain.

Company officers, especially Captains, should monitor and oversee the use of sick leave. The level of sick leave use should be reduced to an average of five shifts, or days, per year.

RECOMMENDATION 16: The Fire Department should develop a policy which allows appropriately trained firefighters to serve as acting company officers.

RECOMMENDATION 17: Captains, as shift commanders, should be responsible for the management of sick leave.

Fire Captains should have some responsibility for financial accountability. The current administrative system does not ensure effective approval of overtime. Currently, weekly time sheets are completed by individual firefighters. Company officers do not review firefighter time sheets, although time sheets are reviewed by the Department's Administrative Secretary. Captains should have the authority to approve overtime, in accordance with Department policies. Captains should be responsible for reviewing the use of overtime by firefighters under their direction.

Currently, payroll processing is not automated. The City and the Department should implement a system of payroll management which is computer based and directly linked to the City's payroll reporting system. The payroll system should allow the Fire Chief to receive a weekly report of overtime use by shift.

RECOMMENDATION 18: The Fire Department should establish a system in which company officers have administrative oversight responsibilities.

RECOMMENDATION 19: Captains should have the authority to authorize overtime in accordance with Department procedures and protocols.

RECOMMENDATION 20: Captains should be required to review and approve the payroll records of their shift.

In several recommendations above (see recommendations 17, 18, 19 and 20), the position of Fire Captain (shift commander) is assigned a broad role for decision-making, including the authorization of overtime. Fire Captains also should have an important role in the management and disciplining of personnel. As a result of this decision-making role, consideration should be given to making the position of Fire Captain a management position. Captains should be removed from the union or, alternatively, be authorized to establish a separate Fire Captain's organization.

RECOMMENDATION 21: Consideration should be given to making Fire Captain a management position.

Currently, operations at the scene of a major emergency require a company officer to act in the dual roles of company officer and incident commander. Serving in both capacities is inconsistent with sound emergency response practices.

RECOMMENDATION 22: The Fire Department should adopt policies and practices which ensure that a company officer is not required to serve in the dual roles of an incident commander and a company officer.

The Fire Department has an informal policy which deploys an incident commander at major incidents. The response policies of the Fire Department should formalize the current practice to ensure that there is an incident commander assigned for each report of a structure fire, or other significant emergency response. There were 24 such incidents in 2007.

RECOMMENDATION 23: The Fire Department's response policies should require an incident commander at all structure fire incidents and other emergencies.

FIRE INSPECTION AND PREVENTION SERVICES

The Fire Department employs two inspectors who report to the Assistant Chief. It has been our experience that, given the size of the City, two inspectors

should be sufficient to provide services to the City. We recommend that the Fire Department augment its current inspection program and implement a fire company inspection program, which is linked to the preplanning effort of the Department. Under this program, the Department would identify high risk structures or facilities and systematically, as time permits, send a fire company to inspect the property. Personnel would integrate information gathered in this effort into its preplanning efforts. Company Captains should coordinate this effort with fire inspection personnel.

RECOMMENDATION 24: The Fire Department should develop a fire company inspection program which supports the Department's preplanning efforts and the fire prevention program.

RECOMMENDATION 25: The Fire Department should continue to employ two Fire Inspectors.

It is important to note that the incumbent Fire Inspectors are skilled personnel and could be deployed to a major emergency incident. However, inspection personnel should be directed to respond only to the most serious emergency incidents.

REGIONAL INCIDENT MANAGEMENT TEAM

The Fire Department receives and provides mutual aid in accordance with mutual aid agreements. The Department should continue to strengthen those regional relationships. The Fire Department should work with other fire departments in the area to develop a regional Incident Management Team (IMT). Mutual aid IMT procedures should be established.

RECOMMENDATION 26: The Fire Department should work with fire departments in the area to develop a regional Incident Management Team (IMT).

RECOMMENDATION 27: Mutual aid IMT procedures should be established.

VI. EMERGENCY MEDICAL SERVICE DELIVERY SYSTEMS

As part of this study, the consultants were asked whether it would be feasible to provide emergency medical services in another manner. The question has been raised because of financial concerns.

The Fire Department has averaged 1,540 EMS calls annually for the last five years; over that period, the demand increased by an average of 3.1 percent annually. (See Chapter II for a discussion of data collection and analysis.) These calls for service represent approximately 63 percent of all Fire Department calls for service. The Department has 14 EMT-P s (Paramedics), 6 EMT-I s (Intermediates), and 6 EMT-Bs. The Department deploys two ALS ambulances around the clock, one at each fire station. Firefighters serve in a dual role, as both emergency medical and fire responders.

The Fire Department, given the geography of the City, responds to medical emergencies in a timely manner. Computer mapping indicates that EMS units are able to respond to approximately 73 percent of the road miles and 55 percent of the resident population within eight minutes travel time.

In analyzing the delivery of EMS, the consultants considered several alternative response models identified in Exhibit 19. Comments have been made on the various alternatives.

EXHIBIT 19
TYPES OF EMS SERVICES PROVIDED BY FIRE DEPARTMENTS

SERVICE	COMMENT
First Responder only	This is the lowest level of service. Personnel respond to provide the lowest level of medical aid.
BLS, no Fire Department transport	Fire Department provides basic life support. The Fire Department may limit the deployment of units to ALS incidents. When personnel are deployed, they provide basic care and await arrival of higher skilled personnel (if needed), or an ambulance transport.
BLS with Fire Department transport	Bills and collections would be less because a lower level of service is provided. Under this approach, ALS would be provided by a third party arriving in a fly car, or ambulance transport. ALS response would be subject to availability.
ALS, no Fire Department transport	Advanced life support personnel would be assigned to engines and would provide medical services, but transport would be provided by another agency. This approach limits revenue potential, since the ambulance transport agency will collect all revenue. Some sharing of revenue may be possible. Response to an emergency would remain rapid in the case of life- threatening incidents. The Fire Department may limit responses to those incidents identified as ALS by the emergency medical dispatch system.
ALS with Fire Department transport	This is the current level of service. Personnel provide both fire and EMS services and respond with fire or EMS apparatus, as required. The Department is able to maximize billing and collection opportunities in this type of system.

It is our assessment that the Fire Department operates EMS on the principle of available capacity (sometimes called excess capacity). To provide basic fire related services, a certain level of personnel and equipment are required. Based on our analysis of the Fire Department capability in relation to industry standards and benchmarks, the Fire Department, like other suburban and rural communities, must rely on a call-back system and automatic mutual aid to provide needed

firefighting resources in a major emergency. A fire department must have sufficient resources (personnel) available to deploy when needed. This results in some available capacity that should be used for other purposes, such as EMS. As a practical matter, if the Fire Department did not provide ambulance transport services, industry standards and benchmarks would still require similar staffing levels. The use of firefighters as emergency medical personnel results in increased productivity of the Fire Department.

The City received \$421,764 in revenue from the provision of emergency medical services; total collected revenue was approximately \$455,505. A private company bills and collects emergency medical service revenue for the City for a fee of eight percent of collections.

In 2007, there were 1,685 emergency medical responses. The actual number of ambulance transports was not available, but we estimate that approximately 70 percent of all EMS responses result in transport of a patient. In 2007, the Fire Department is estimated to have transported 1,179 persons. No revenue is generated when there is no transport. The amount of revenue generated, divided by the number of transports (\$455,505 divided by 1,179 transports) results in an average collectible rate of \$386 per transport.

If the City of Lebanon deployed an ambulance response unit to provide emergency medical services only, not fire services, it would be necessary for the City to employ 10 personnel to deploy one unit around the clock. It is necessary to employ five personnel to fill one position 24 hours a day, 365 days a year. Since each ambulance requires two personnel, 10 personnel are required to staff one ambulance and 20 personnel are required to staff two ambulances 24 hours a day.

If we assume that the average firefighter costs the City \$73,106 per year, the cost of employing 10 firefighters to provide EMS ambulance services only would be approximately \$731,060. With an estimated collectable rate of \$386 per transport, the amount of revenue generated does not offset the cost of staffing one fire-based ambulance (assuming that is the only service provided by those personnel). The Fire Department currently deploys two ambulances and provides fire suppression services.

The costs discussed, thus far, are wage costs. These costs do not include the cost of an ambulance, training, supplies, and maintenance. Assuming that an ambulance costs \$125,000 and it is amortized over five years, there is an additional annual cost of \$25,000. In addition, supplies, maintenance, and other costs would be approximately \$25,000 to \$40,000.

The current fire and EMS response system is based on the following assumptions:

- The Fire Department responds to emergency medical service requests only. It does not respond to non-emergency medical service requests (e.g., transports between medical facilities).
- The Fire Department has some “available capacity.” Some of that capacity is used to provide EMS services. The volume of EMS service provided has not generally hampered the Fire Department’s capacity to respond to a fire or other emergency incident.
- The Fire Department deploys two ambulances. This allows the Department to respond relatively rapidly to EMS incidents. It is unlikely that a private ambulance provider, or a non-profit ambulance provider, could economically deploy two units within the City and provide the same rapid response as the Fire Department.
- The City’s road network and dispersed population make it difficult for the Fire Department to achieve response benchmarks. However, The Department has made progress toward meeting these benchmarks.

The business model used by most private ambulance providers requires an ambulance unit to respond to a larger volume of calls (emergency and non-emergency) to generate enough billing to make providing the service economical. In Exhibit 20, we have estimated the cost of developing a civilian staffed ambulance department.

Two personnel are assigned to staff an ambulance. Since an ambulance may be deployed 24 hours per day, it is necessary to employ 10 EMT-Bs or EMT-P S. The

method by which the number of personnel required to staff an ambulance is determined is shown below.

- ▶ There are 8,760 hours in a year ($365 \text{ days} \times 24 \text{ hours} = 8,760$).
- ▶ An ambulance crew requires two personnel; thus, it is necessary to fill 17,520 hours of work time ($8,760 \text{ hours per year} \times 2 \text{ personnel} = 17,520 \text{ hours}$).
- ▶ The consultants estimate that paramedics in the area are paid between \$14.00 and 18.00 per hour; we have assumed that personnel will be paid \$17.00 per hour, on average. The direct cost of staffing an ambulance with civilian paramedics is \$297,840 ($17,520 \text{ hours} \times \17.00). The consultants estimate that a civilian paramedic's benefits (health, retirement, training and other costs) are equal to 30 percent of a paramedic's wages. The basic cost of providing a civilian paramedic ambulance crew 24 hours per day, seven days per week is \$387,192.
- ▶ A civilian emergency medical organization would also be required to employ an EMS Supervisor. Assuming the EMS supervisor is paid \$22.00 per hour, the cost assumes a salary of \$45,760, plus benefit costs, which are equal to 30 percent of salary, for a total cost of \$59,488.

The costs shown, thus far, are wage costs. These costs do not include the cost of an ambulance, training, supplies, and maintenance. Assuming that an ambulance costs \$125,000 and it is amortized over five years, there is an additional annual cost of \$25,000. In addition, supplies, maintenance, and other costs would be approximately \$25,000 to \$40,000.

A summary of the cost of providing an emergency medical transport system staffed by civilian paramedics is shown in Exhibit 20.

EXHIBIT 20**ESTIMATED ANNUAL COST OF AN AMBULANCE SERVICE STAFFED BY CIVILIAN PERSONNEL**

COST ELEMENT	AMOUNT
Personnel Expenses	
Personnel costs (including wages and benefits; assumes 10 personnel paid at the rate \$17.00 per hour, working 40 hours per week). Benefits are estimated at 30 percent of wages.	\$387,192
EMS Supervisor (wages and benefits)	\$59,488
Estimated additional overtime (1,000 hours)	\$25,500
<i>Subtotal*</i>	\$472,180
Other Expenses	
Ambulance cost (amortized over five years)	\$25,000
Maintenance, supplies, and related expenses	\$40,000
Collection of revenues (8.0 percent of recovery)	\$36,440
<i>Subtotal</i>	\$65,000
Estimated Total Expenses	\$573,620

Note: This is the cost of operating one ambulance.

The cost of a civilian ambulance department is \$573,620. The revenue generated from ambulance transports is estimated to be \$455,505. The revenue and cost analysis indicates that responding to emergency calls for service does not generate sufficient revenues to offset costs. Business models developed by private providers include the generation of revenue for non-emergency response service, such as inter-facility transport. Subsidies are often provided by cities and towns when EMS is delivered by a private provider.

RECOMMENDATION 28: The Fire Department should continue to provide ALS ambulance services.

VII. RESPONSE CAPABILITY AND COMPUTER MAPPING

MEASURING RESPONSE CAPABILITY

In this chapter, we have compared Lebanon's response capability to emerging benchmarks or standards. The benchmarks or standards by which we measure performance include the National Fire Protection Standards (NFPA 1710), the commonly applied Eisenberg Model, and the American Heart Association's *Statement on Chain of Survival*. The commonly accepted benchmark for the delivery of ALS to the scene of a life-threatening incident requires the delivery of ALS within eight minutes and 59 seconds. This response is measured from the receipt of a call to arrival at the scene of an incident. The following is a summary of benchmarks or standards used to measure emergency medical response.

NATIONAL FIRE PROTECTION STANDARD 1710

The response time benchmarks for substantially career fire departments are found in NFPA Standard 1710. The standard presents response time measures and staffing goals and also stipulates that these response time performance objectives should be achieved in at least 90 percent of the incidents. In summary, the response time standards are:

Fire Suppression Incident - Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and/or eight minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident.

Emergency Medical Incident - Four minutes (240 seconds) or less for the arrival of a unit with first responder (or higher) level capability at an emergency medical incident. Eight minutes (480 seconds) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department.

Note: These response time performance objectives should be achieved at least 90 percent of the time.

These NFPA Standard 1710 time lines do not include dispatch and turn-out time. One additional minute is allowed for dispatch and one minute is added for turn-out time, for a total of two minutes. It should

be noted that turn-out time is less when a fire department responds to an emergency medical services incident, since personnel are not required to put on turn-out gear.

EISENBERG MODEL

Survivability for a non-breathing person is a function of application of CPR, defibrillation, and advanced life support. Models exist to predict survivability. One commonly applied model is the Eisenberg model, which estimates the probability of survival based on a system's ability to deliver the critical services in a timely manner. The model predicts that one-third of all non-breathing and/or cardiac arrest patients may die immediately, and that the remaining individuals' probability of survival decreases by up to 5.5 percent for each subsequent minute; however, the decrease can be slowed by the application of various procedures (CPR, defibrillation, ACLS).

AMERICAN HEART ASSOCIATION

The American Heart Association, in its *Statement on Chain of Survival*, describes a sequence of events which must occur rapidly to allow a person to survive a sudden cardiac arrest. The chain of survival includes recognition of early warning signs, activation of the emergency medical system, basic cardiopulmonary resuscitation, defibrillation, intubation and intravenous administration of medications. Early defibrillation is identified as a critical link in the chain of survival. A sudden cardiac arrest victim who is not defibrillated within eight to 10 minutes has a very limited chance of survival.

The Department should use these benchmarks as goals to be achieved in the long-term. (See Appendix 1 for a more detailed discussion of benchmarks.)

COMPUTER MAPPING ANALYSIS

The consultants conducted a computer mapping analysis of the theoretical response capability of the Lebanon Fire Department, to develop more detailed information about the ability of the Department to respond to emergencies. The computer analysis required the consultants to review maps of the City, examine transportation networks, conduct site visits to the station, and review data. The computer mapping analysis allows an evaluation of the current fire and emergency medical services response and deployment system.

MAPPING METHODOLOGY

Response coverage provided by the existing fire stations in Lebanon was analyzed using the consultant's computer mapping capabilities. The model analyzes the travel distances that can be attained by fire and EMS units leaving fire stations and responding throughout the City within a given time, assuming defined average response speeds. The color-coded maps presented in this report are designed to illustrate the Fire Department's response throughout the City.

The mapping methodology consists of the following steps:

- Prepare a digitized base map representation of the Lebanon street and highway network.
- Locate the fire stations to be analyzed with respect to that network.
- Assign appropriate road speeds to reflect reasonable response expectations.
- Generate a map indicating travel time from the fire stations in two-minute increments to the borders of the community.

The street network is based on TIGER files from the United States Census Bureau. The resulting digitized street network was used in the computer mapping analysis to determine travel times to various points in the City from the fire stations. In order to do this, the longitude and latitude of the fire station location was established and inserted on the digitized street network and speed assignments were made. The TIGER files from the United States Census Bureau report data from the 2000 census.

COMPUTER GENERATED MAPS

Several comprehensive maps displaying travel time, or response time, were developed. The maps indicate the streets, area and population (resident) covered in two-minute increments. Different speeds for responding apparatus were introduced into the model to reflect actual conditions.

Speeds were assigned to different types of highways, roads, and streets in Lebanon using the U.S. Bureau of the Census *census feature class codes* (CFCC) as a guideline. The CFCC ratings assign a three-digit alpha-numeric code to each link

of a highway or street network within a specific community. The codes are based on observable visible characteristics of the highway and roadway segments. Within Lebanon, there are 169.75 miles of improved and unimproved highways, roadways, vehicular trails, and long driveways accessing one or more dwelling units or places of employment. Each of these roads is further divided into links, i.e., the highway or street segments that exist between intersections along the roadway. There are 1,378 such links within Lebanon's digitized highway and street network.

Using this basic structure and the CFCC classifications, the consultants assigned average speeds to the different roadways (or their segments) in the City as indicated in Exhibit 22. It should be noted that these are the average speeds for responding emergency vehicles. The speeds are based in part on the consultants' experience with planning for fire station and emergency response locations in numerous localities in New England and the United States. It is quite possible that at some times of the day, or year, these speeds may be exceeded, or not reached, because of weather, traffic, or other conditions. The speeds are used in the emergency response model solely for planning purposes. The objective is to provide a reasonable graphical representation of time-based response coverage from different emergency response locations within Lebanon. The speeds assigned for Fire Department vehicles responding on various streets in Lebanon are shown in Exhibit 22.

EXHIBIT 22
RESPONSE SPEEDS ASSIGNED BY ROAD CATEGORY FOR MAPPING PURPOSES

ROADS	CFCC CLASSIFICATIONS	CHARACTERISTICS	ASSIGNED SPEED
I- 89, US/NH 10	A11, A15	Primary limited access, divided highway	50 mph
NH 12A, NH 10	A 21, A23	Primary, not limited access, non-div ided	28 mph
NH 12A, NH 120, Messenger Street, NH 10, NH 4A	A31, A33	Secondary and connecting roads, non- divided	25 mph
Local, neighborhood and rural streets	A41, A43	Improved local streets	18 mph
Other local roads, drives, and vehicular trails	A51, A56, A57, A63	Unimproved (mostly)	15 mph

The total street mileage reported in the TIGER files for the City is 169.75 (including private streets, dirt roads, and some long driveways). The maps only depict over-the-road travel, or running, times. Typically, we would expect two minutes for notification, dispatch, and turn-out time when responding from a staffed fire station.

The computer-generated maps indicate the streets, area, and population covered within two-minute time segments. The maps and supporting data indicate that approximately 72.5 percent of the roads, 55 percent of the area, and 55 percent of the population of the City can be covered within eight minutes travel time, or ten minutes total response time. As noted above, for planning purposes, two minutes should be added to the total travel time to account for call processing and turn-out of personnel, when full-time personnel are on-duty.

TRAVEL TIME MAPS

Six maps are included in this report. The maps are listed in Exhibit 23.

EXHIBIT 23 LIST OF MAPS

Map 1	Station 1, Station 2, and Location X
Map 2	Travel Time from Station 1
Map 3	Travel Time from Station 2
Map 4	Travel Time from Station 1 and Station
Map 5	Travel Time from Location X
Map 6	Travel Time from Station 1 and

The maps only depict over-the-road travel, or running, times. Two minutes for notification, dispatch, and turn-out time should be added to these times for an estimate of total response time. This will provide for a conservative estimate of response capability. Benchmarks and standards generally allow one minute or less for dispatching and one minute or less for turn-out time. For example, a four-minute travel time response represents only part of the response time to an incident. It is necessary to add two minutes to the travel time to establish the total response time.

Map 1 indicates the location of two existing stations and a theoretical site (Location X). Location X was selected for planning purposes and analysis only. The locations are shown on a street map of Lebanon.

Map 2 shows the response area within 14 minutes of Station 1. More than 61 percent of street miles and 43 percent of the population are covered from Station 1 within eight minutes travel time.

Map 3 is organized in the same manner as Map 2 and shows response from Station 2. Map 4 shows a simultaneous response from Station 1 and Station 2. The map indicates that more than 72 percent of street miles and 54 percent of the population are covered from Station 1 and Station 2 within eight minutes travel time.

Map 5 shows the response from the proposed Location X, a theoretical relocation of Station 2. This location is south of the current Station 2. Map 6 shows a simultaneous response from Station 1 and Location X. A simultaneous response from these locations shows that 66 percent of road miles and 48 percent of the population of the City are covered within eight minutes.

MAPPING DATA

Data displayed in the following ten exhibits are derived from Maps 2, 3, 4, 5, and 6. These data indicate the areas (square miles), streets (miles), and estimated population served by the current system. In addition, cumulative summaries indicate the total coverage within specific time parameters.

Note: The maps and data displayed only depict over-the-road travel, or running, times. Two minutes for notification, dispatch, and turn-out time should be added to these times for an estimate of total response time.

Exhibit 24, *Travel Time from Station 1 - Area, Street Miles, and Population Covered (within each time segment)*, presents the travel time data associated with Map 2 and displays the coverage provided with a response from Station 1. For example, 11.2 percent of road miles are covered within two minutes; however, within four minutes, an additional 14.9 percent of road miles are covered.

Exhibit 25, *Travel Time from Station 1 - Area, Street Miles, and Population Covered (cumulative response)*, presents the travel time data associated with Map 2 and displays the coverage provided with a response from Station 1. For example, 11.2 percent of road miles are covered within two minutes; however, within four minutes, 26.1 percent of road miles are covered.

Exhibit 26, *Travel Time from Station 2 - Area, Street Miles, and Population Covered (within each time segment)*, presents the travel time data associated with Map 3 and displays the coverage provided with a response from Station 2.

Exhibit 27, *Travel Time from Station 2 - Area, Street Miles, and Population Covered (cumulative response)*, presents the travel time data associated with Map 3 and displays the coverage provided with a response from Station 2.

Exhibit 28, *Travel Time from Station 1 & Station 2 - Area, Street Miles, and Population Covered (within each time segment)*, presents the travel time data associated with Map 4 and displays the coverage provided with a response from both Station 1 and Station 2.

Exhibit 29, *Travel Time from Station 1 & Station 2 - Area, Street Miles, and Population Covered (cumulative response)*, presents the travel time data associated with Map 4 and displays the coverage provided with a response from both Station 1 and Station 2. The data in this exhibit are of particular interest because the map displays the current response capability of the Fire Department. For example, 17.0 percent of road miles are covered within two minutes from both stations; however, within four minutes, 39.2 percent of road miles are covered. Within eight minutes travel time, the Fire Department is able to respond to approximately 73 percent of the road miles in the City and about 55 percent of the resident population; within 10 minutes travel time, the Fire Department is able to cover approximately 86 percent of road miles and 76 percent of the population.

Exhibit 30, *Travel Time from Location X (Theoretical Location) - Area, Street Miles, and Population Covered (within each time segment)*, presents the travel time data associated with Map 5 and displays the coverage provided with a response from theoretical Location X.

Exhibit 31, *Travel Time from Location X (Theoretical Location) - Area, Street Miles, and Population Covered (cumulative response)*, presents the travel time data associated with Map 5 and displays the coverage provided with a response from theoretical Location X.

Exhibit 32, *Travel Time from Station 1 & Location X (Theoretical Location) - Area, Street Miles, and Population Covered (within each time segment)*, presents the travel time data associated with Map 6 and displays the coverage provided with a response from both Station 1 and a relocated Station 2 at theoretical Location X.

Exhibit 33, *Travel Time from Station 1 & Location X (Theoretical Location) - Area, Street Miles, and Population Covered (cumulative response)*, presents the travel time data associated with Map 6 and displays the coverage provided with a response from both Station 1 and a relocated Station 2, at a theoretical Location X.

EXHIBIT 24
TRAVEL TIME FROM STATION 1
AREA, STREET MILES, AND POPULATION COVERED (WITHIN EACH TIME SEGMENT)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.95	2.3%	18.95	11.2%	288	2.3%
2 to less than 4	3.24	7.8%	25.33	14.9%	988	7.9%
4 to less than 6	5.05	12.2%	29.5	17.4%	1,538	12.2%
6 to less than 8	8.9	21.6%	31.38	18.5%	2,628	20.9%
8 to less than 10	9.55	23.1%	27.61	16.3%	2,841	22.6%
10 to less than 12	7.41	18.0%	16.8	9.9%	2,198	17.5%
12 to less than 14	3.94	9.5%	10.12	6.0%	1,148	9.1%
14 to less than 16	1.51	3.7%	6.55	3.9%	450	3.6%
More than 16	0.73	1.8%	3.51	2.1%	489	3.9%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 25
TRAVEL TIME FROM STATION 1
AREA, STREET MILES, AND POPULATION COVERED (CUMULATIVE)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.95	2.3%	18.95	11.2%	288	2.3%
2 to less than 4	4.19	10.2%	44.28	26.1%	1,276	10.2%
4 to less than 6	9.24	22.4%	73.78	43.5%	2,814	22.4%
6 to less than 8	18.14	43.9%	105.16	61.9%	5,442	43.3%
8 to less than 10	27.69	67.1%	132.77	78.2%	8,283	65.9%
10 to less than 12	35.1	85.0%	149.57	88.1%	10,418	82.9%
12 to less than 14	39.04	94.6%	159.69	94.1%	11,629	92.5%
14 to less than 16	40.55	98.2%	166.24	97.9%	12,079	96.1%
More than 16	0.73	1.8%	3.51	2.1%	489	3.9%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 26
TRAVEL TIME FROM STATION 2
AREA, STREET MILES, AND POPULATION COVERED (WITHIN EACH TIME SEGMENT)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.6	1.5%	8.49	5.0%	166	1.3%
2 to less than 4	2.17	5.3%	12	7.1%	561	4.5%
4 to less than 6	2.86	6.9%	14.12	8.3%	785	6.2%
6 to less than 8	4.37	10.6%	24.15	14.2%	1,287	10.2%
8 to less than 10	5.26	12.7%	35	20.6%	1,600	12.7%
10 to less than 12	5.85	14.2%	21.07	12.4%	1,780	14.2%
12 to less than 14	6.95	16.8%	21.9	12.9%	2,114	16.8%
14 to less than 16	7.68	18.6%	19.8	11.7%	2,336	18.6%
More than 16	5.54	13.4%	13.22	7.8%	1,939	15.4%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 27
TRAVEL TIME FROM STATION 2
AREA, STREET MILES, AND POPULATION COVERED (CUMULATIVE)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.6	1.5%	8.49	5.0%	166	1.3%
2 to less than 4	2.77	6.7%	20.49	12.1%	727	5.8%
4 to less than 6	5.63	13.6%	34.61	20.4%	1,512	12.0%
6 to less than 8	10.0	24.2%	58.76	34.6%	2,799	22.3%
8 to less than 10	15.26	37.0%	93.76	55.2%	4,399	35.0%
10 to less than 12	21.11	51.1%	114.83	67.6%	6,179	49.2%
12 to less than 14	28.06	68.0%	136.73	80.5%	8,293	66.0%
14 to less than 16	35.74	86.6%	156.53	92.2%	10,629	84.6%
More than 16	5.54	13.4%	13.22	7.8%	1,939	15.4%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 28
TRAVEL TIME FROM STATIONS 1 & 2
AREA, STREET MILES, AND POPULATION COVERED (WITHIN EACH TIME SEGMENT)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	1.67	4.0%	28.84	17.0%	507	4.0%
2 to less than 4	5.3	12.8%	37.66	22.2%	1,614	12.8%
4 to less than 6	7.31	17.7%	31.11	18.3%	2,226	17.7%
6 to less than 8	8.36	20.3%	25.47	15.0%	2,545	20.2%
8 to less than 10	8.74	21.2%	22.4	13.2%	2,660	21.2%
10 to less than 12	5.58	13.5%	13.74	8.1%	1,697	13.5%
12 to less than 14	2.34	5.7%	6.42	3.8%	714	5.7%
More than 14	1.98	4.8%	4.11	2.4%	605	4.8%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 29
TRAVEL TIME FROM STATIONS 1 & 2
AREA, STREET MILES, AND POPULATION COVERED (CUMULATIVE)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	1.67	4.0%	28.84	17.0%	507	4.0%
2 to less than 4	6.97	16.9%	66.5	39.2%	2,121	16.9%
4 to less than 6	14.28	34.6%	97.61	57.5%	4,347	34.6%
6 to less than 8	22.64	54.8%	123.08	72.5%	6,892	54.8%
8 to less than 10	31.38	76.0%	145.48	85.7%	9,552	76.0%
10 to less than 12	33.72	81.7%	159.22	93.8%	11,249	89.5%
12 to less than 14	40.17	97.3%	165.64	97.6%	11,963	95.2%
More than 14	1.11	2.7%	4.11	2.4%	605	4.8%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 30
TRAVEL TIME FROM LOCATION X
AREA, STREET MILES, AND POPULATION COVERED (WITHIN EACH TIME SEGMENT)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.12	0.3%	0.77	0.5%	30	0.2%
2 to less than 4	0.43	1.0%	2.73	1.6%	114	0.9%
4 to less than 6	1.23	3.0%	5.67	3.3%	453	3.6%
6 to less than 8	3.15	7.6%	24.71	14.6%	1,156	9.2%
8 to less than 10	4.73	11.5%	27.02	15.9%	1,608	12.8%
10 to less than 12	6.03	14.6%	32.55	19.2%	2,032	16.2%
12 to less than 14	6.16	14.9%	21.52	12.7%	1,971	15.7%
14 to less than 16	7.26	17.6%	25.95	15.3%	2,219	17.7%
More than 16	12.17	29.5%	28.83	17.0%	2,985	23.8%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 31
TRAVEL TIME FROM LOCATION X
AREA, STREET MILES, AND POPULATION COVERED (CUMULATIVE)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	0.12	0.3%	0.77	0.5%	30	0.2%
2 to less than 4	0.55	1.3%	3.5	2.1%	174	1.4%
4 to less than 6	1.78	4.3%	9.17	5.4%	627	5.0%
6 to less than 8	4.93	11.9%	33.88	20.0%	1,783	14.2%
8 to less than 10	9.66	23.4%	60.9	35.9%	3,391	27.0%
10 to less than 12	15.69	38.0%	93.45	55.1%	5,423	43.1%
12 to less than 14	21.85	52.9%	114.97	67.7%	7,394	58.8%
14 to less than 16	29.11	70.5%	140.92	83.0%	9,613	76.5%
More than 16	12.17	29.5%	28.83	17.0%	2,955	23.5%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 32
TRAVEL TIME FROM STATION 1 & LOCATION X
AREA, STREET MILES, AND POPULATION COVERED (WITHIN EACH TIME SEGMENT)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	1.07	2.6%	19.75	11.6%	301	2.4%
2 to less than 4	3.7	9.0%	28.04	16.5%	1,115	8.9%
4 to less than 6	6.03	14.6%	32.79	19.3%	1,862	14.8%
6 to less than 8	9.07	22.0%	32.01	18.9%	2,755	21.9%
8 to less than 10	9.16	22.2%	24.64	14.5%	2,791	22.2%
10 to less than 12	6.88	16.7%	15.46	9.1%	2,144	17.1%
12 to less than 14	2.99	7.2%	9.32	5.5%	896	7.1%
More than 14	2.38	5.8%	7.74	4.6%	704	5.6%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

EXHIBIT 33
TRAVEL TIME FROM STATION 1 & LOCATION X
AREA, STREET MILES, AND POPULATION COVERED (CUMULATIVE)

MINUTES	AREA (SQ. MILES)	PERCENT	STREET MILES	PERCENT	2000 POPULATION	PERCENT
Less than 2	1.07	2.6%	19.75	11.6%	301	2.4%
2 to less than 4	4.77	11.6%	47.79	28.2%	1,416	11.3%
4 to less than 6	10.8	26.2%	80.58	47.5%	3,278	26.1%
6 to less than 8	19.87	48.1%	112.59	66.3%	6,033	48.0%
8 to less than 10	29.03	70.3%	137.23	80.8%	8,824	70.2%
10 to less than 12	35.91	87.0%	152.69	89.9%	10,968	87.3%
12 to less than 14	38.9	94.2%	162.01	95.4%	11,864	94.4%
More than 14	2.38	5.8%	7.74	4.6%	704	5.6%
Total	41.28	100.0%	169.75	100.0%	12,568	100.0%

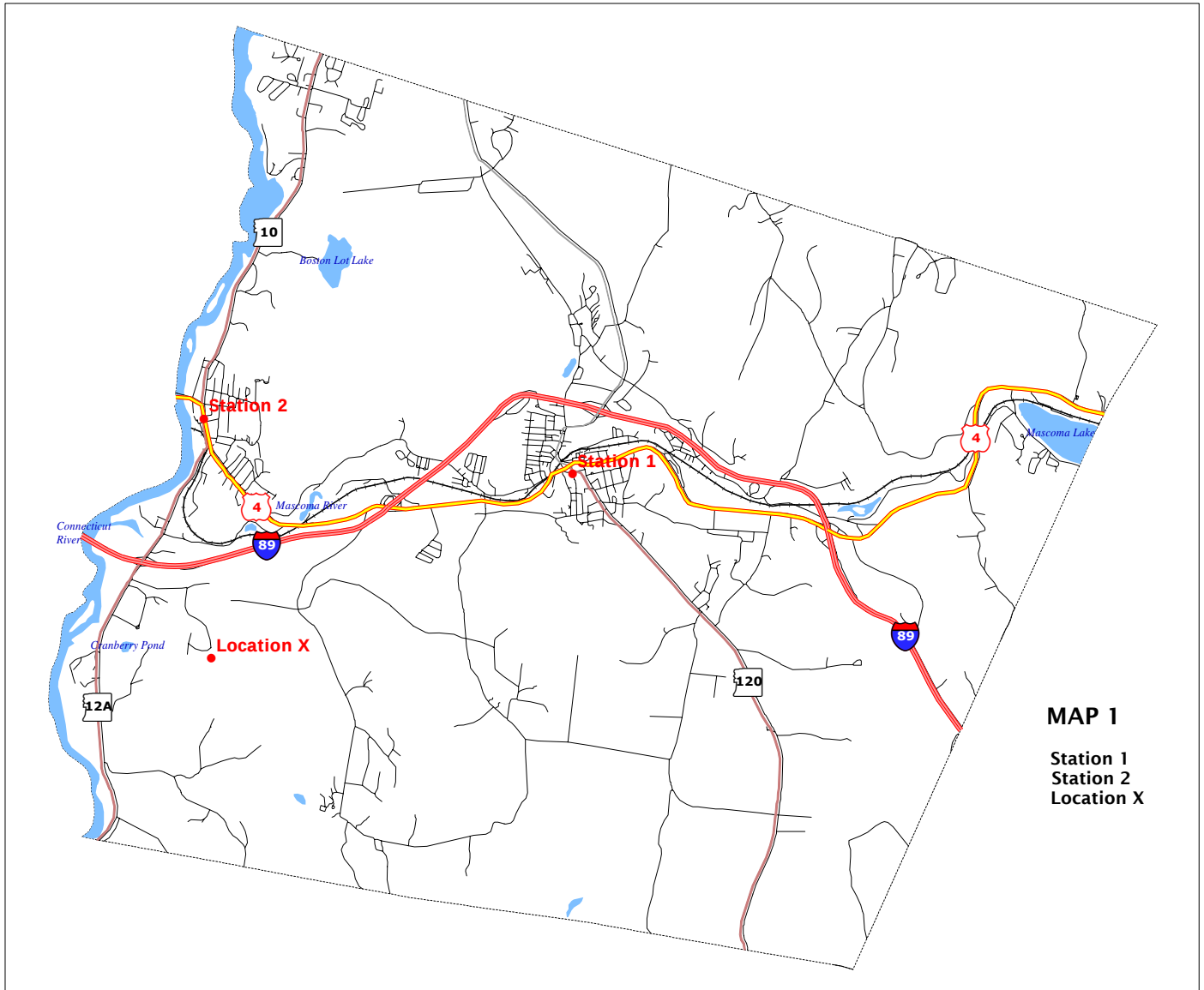
The analysis shown in this chapter suggests several findings.

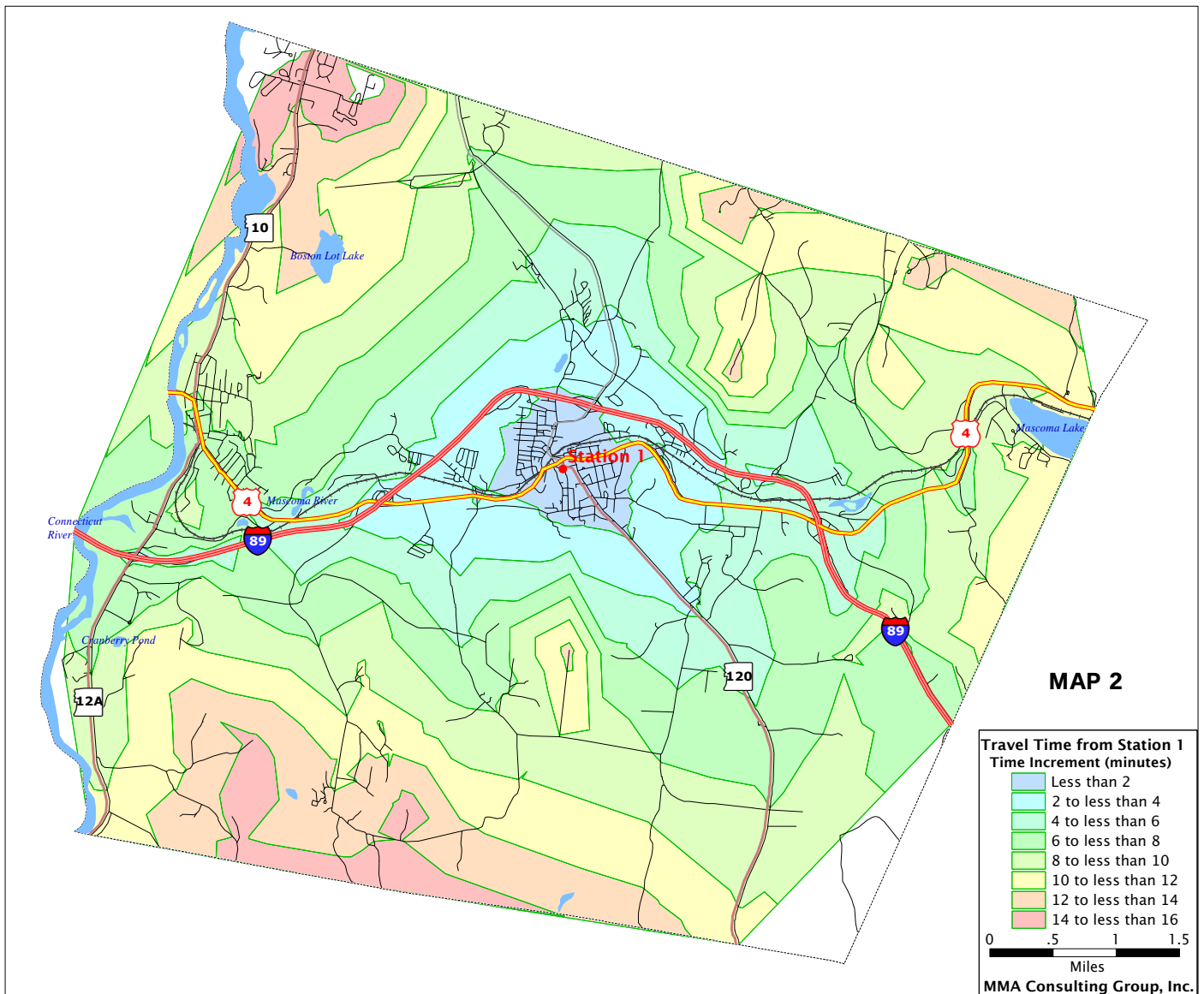
- The Lebanon Fire Department has the capability to respond relatively rapidly to most incidents.

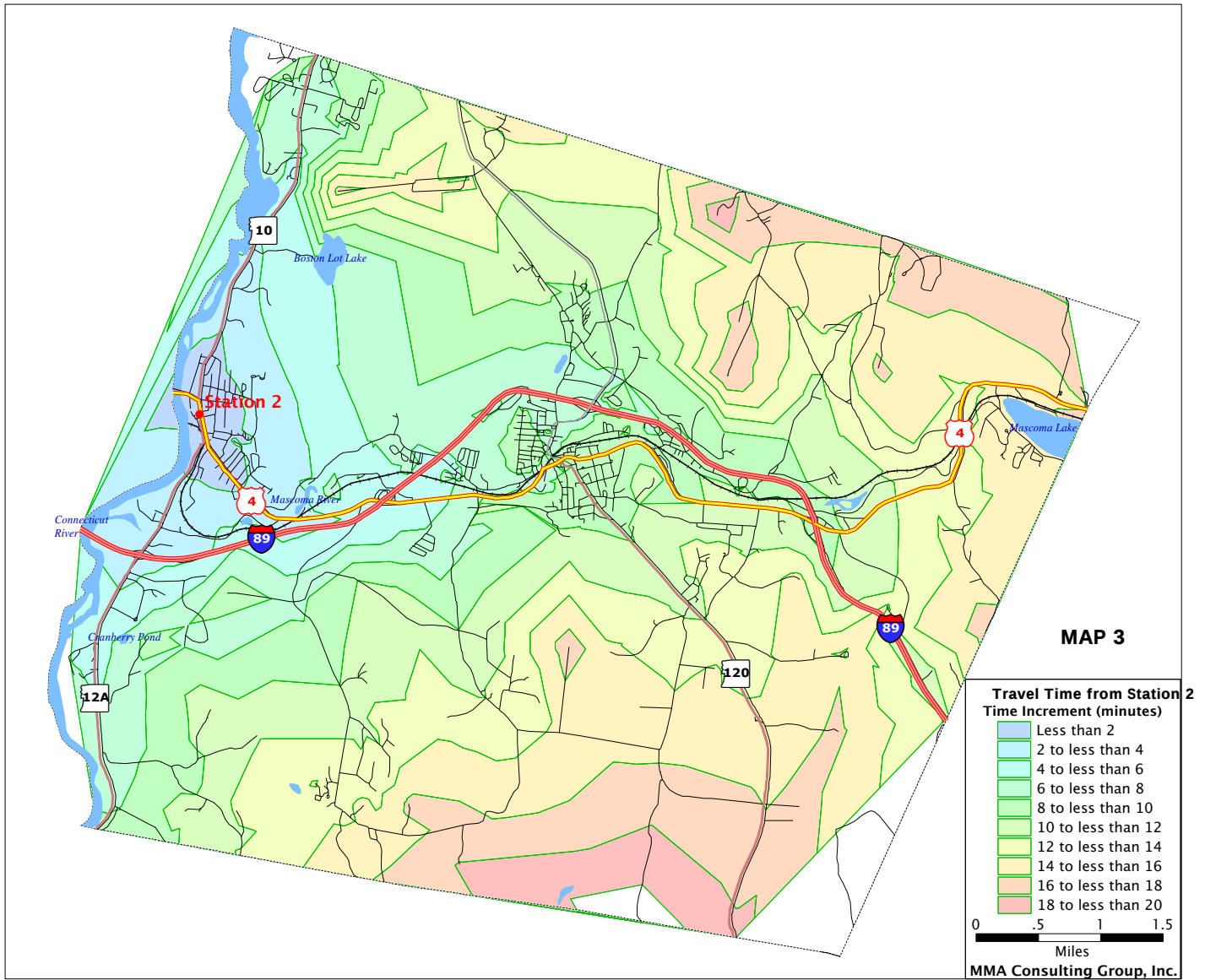
- The placement of a station near the Hanover border will improve response to the northern area of the Town.
- The relocation of Station 2 in a southerly direction does not improve response, unless it is accompanied by a new station in the northern area of the Town.

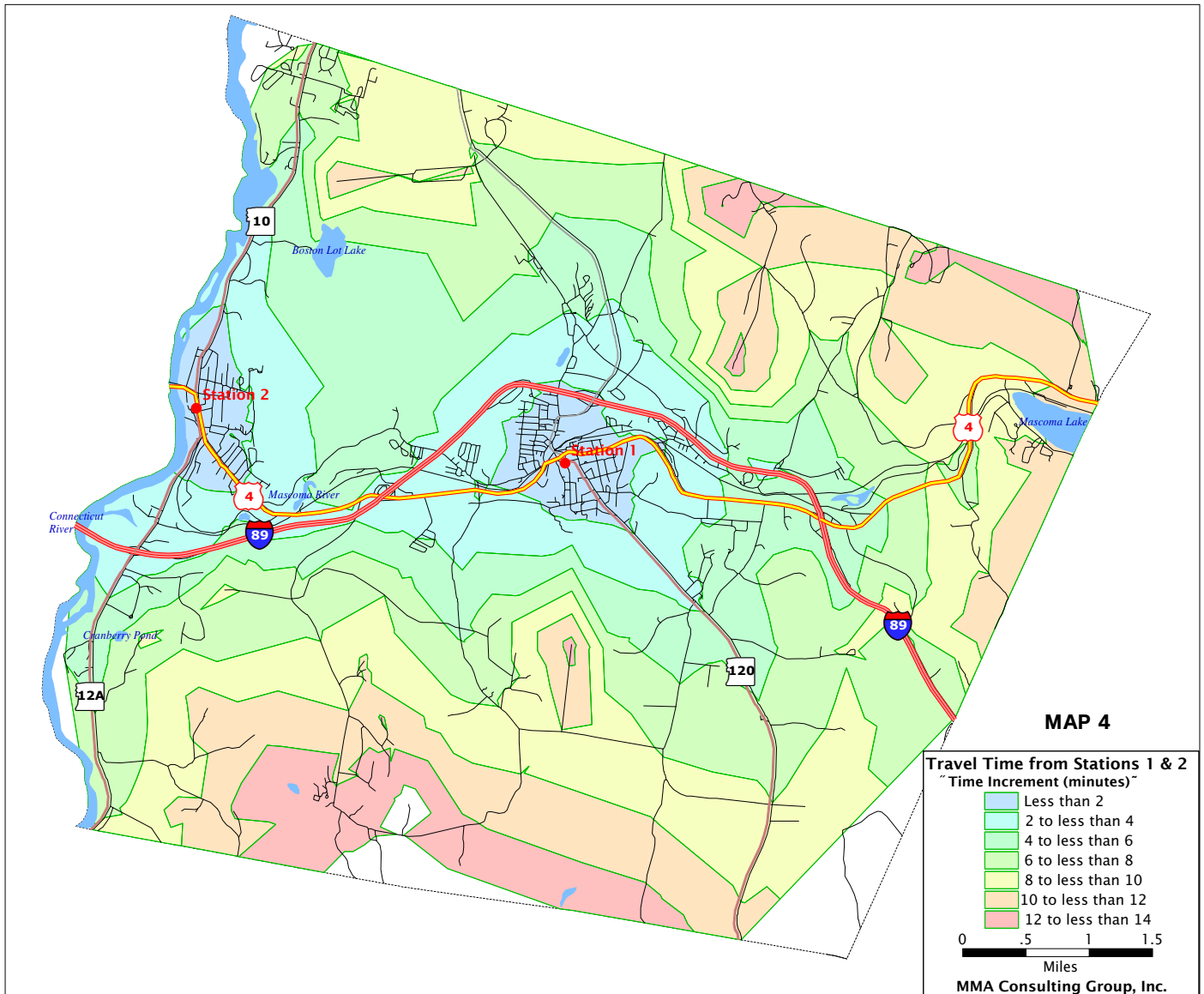
The mapping indicates that the City may wish to consider sharing a fire station with Hanover.

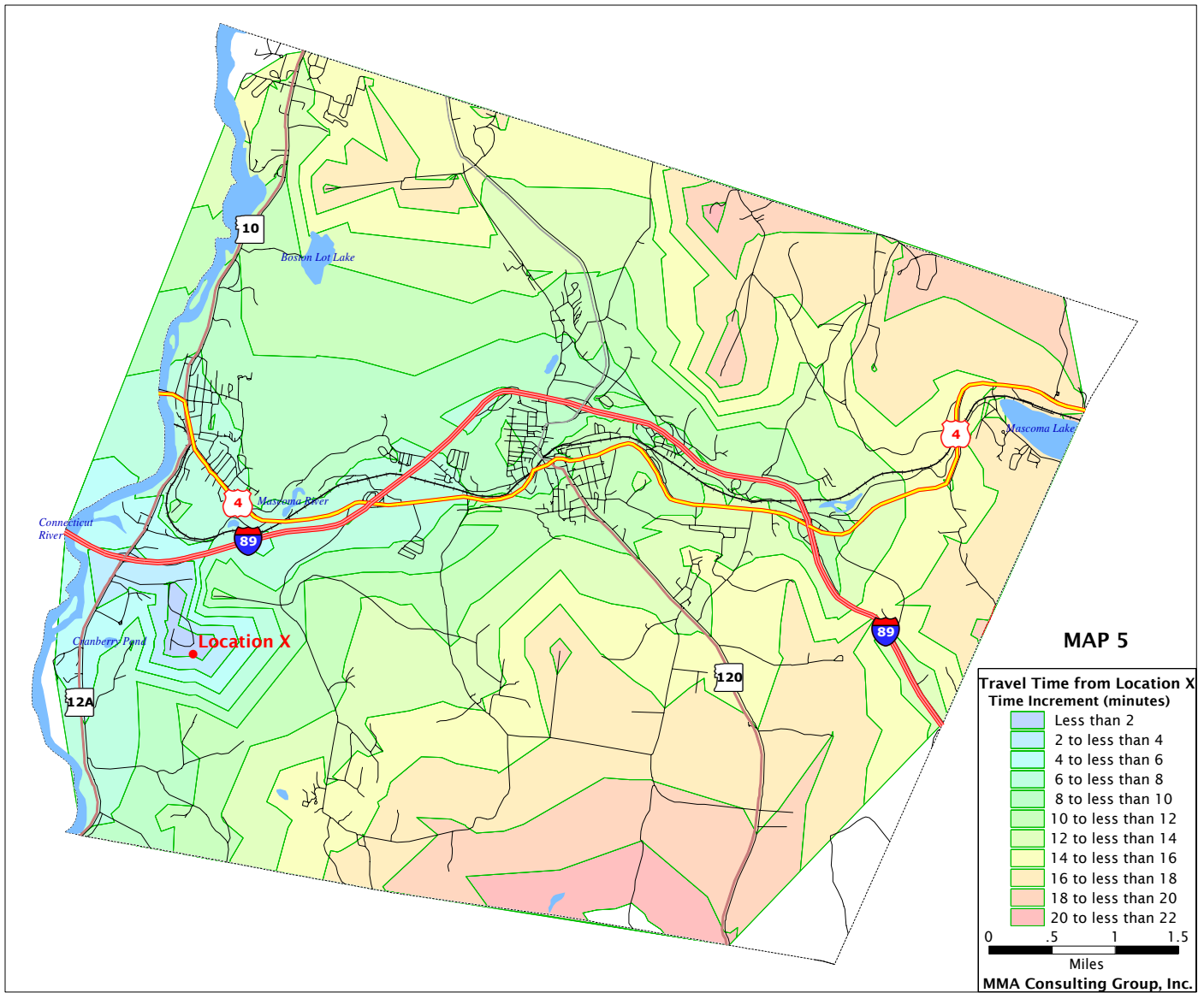
RECOMMENDATION 29: The City should consider working with Hanover to develop a shared fire station.

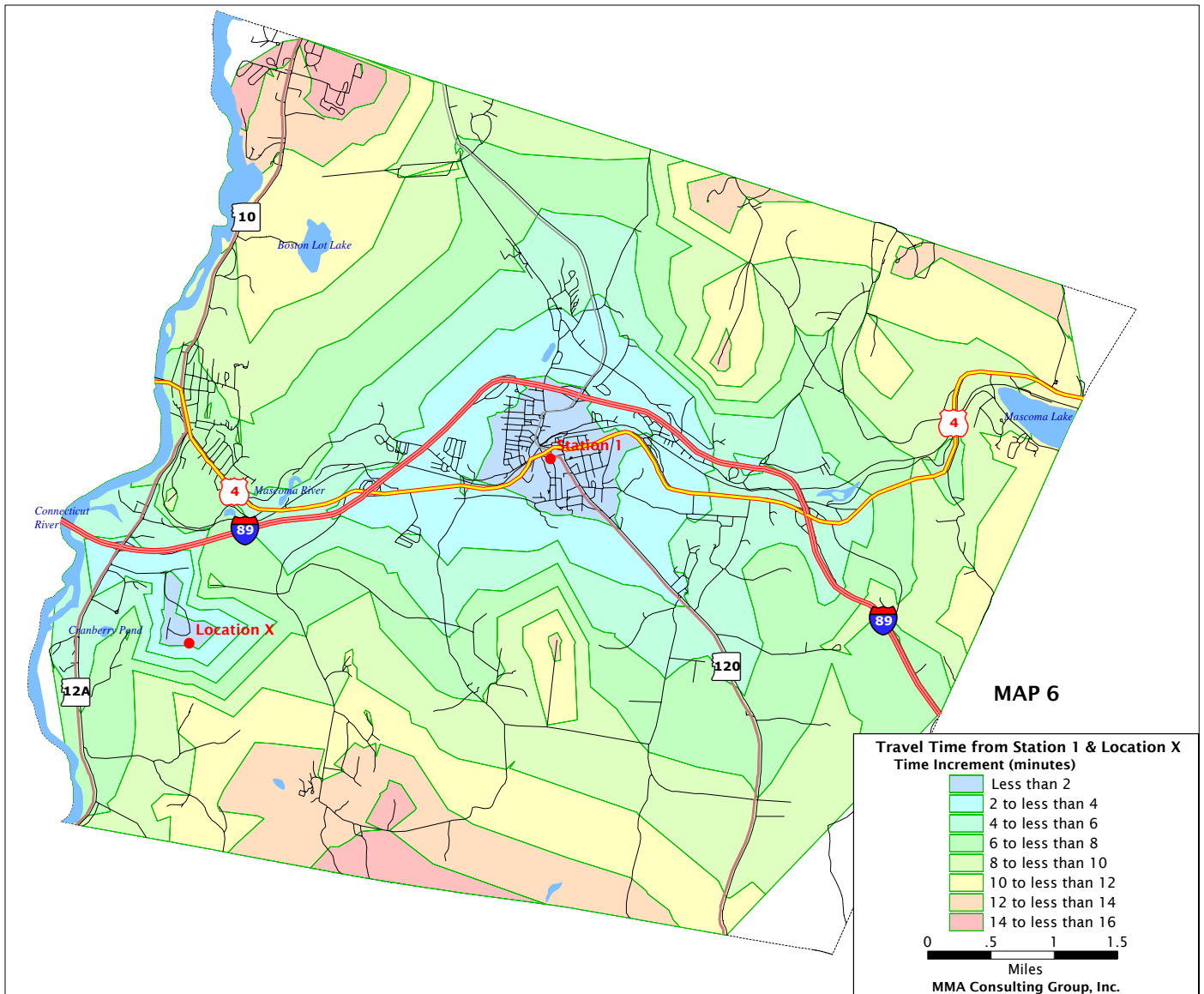












VIII. IMPLEMENTATION OF RECOMMENDATIONS

The recommendations in this report cover a variety of issues. A number of the important recommendations require a great deal of discussion and policy decisions before implementation. Other recommendations can be implemented by the Fire Department immediately.

The City of Lebanon should adopt a plan of action to implement the major recommendations made in this report. An important part of the implementation effort is to establish an internal management committee to oversee the Fire Department's progress in implementing recommendations. The committee should be composed of representatives of the City Manager's office, Finance Department, Human Resources Department, and Fire Department. It is important for the Fire Department and City officials to communicate clearly regarding the implementation of recommendations.

PLAN OF ACTION

IMMEDIATE ACTIONS

There are several recommendations which should be implemented immediately.

- *A system of accountability* - The Department should develop a system of accountability which identifies the responsibilities of company officers. The implementation of this system of accountability requires written operational protocols. Protocols should provide clear guidance to company officers. The decision-making authority of company officers must also be clearly defined.
- *A revision of operational protocols* - The Department should review the proposed changes in operational protocols and develop a plan to implement the proposed protocols. The implementation of these operational changes require discussion among Fire Department personnel.
- *A process to monitor and explain the use of overtime* - An important element of this plan of action is for the Fire Department leadership to

develop a sound plan to monitor, evaluate and explain the use of overtime to City officials. The development of a system which monitors and explains overtime will assist the Fire Department in developing support and credibility with City officials.

MEDIUM-TERM ACTIONS (WITHIN THE NEXT SIX MONTHS)

There are a number of actions that should be taken which will require some discussion and evaluation. These actions will require careful analysis and policy decisions.

- *The development of response goals and objectives* - The Fire Chief, working with the officers and personnel of the Department, should begin the development of response objectives to allow the City Manager and other officials to evaluate Department performance. These goals should initially establish the level of response that is reasonable, given available resources. Once these goals are established, it is possible to determine the level of resources required to meet more aggressive service level goals
- *The development of quarterly reports* - The Fire Chief should develop quarterly reports which describe Department activity. These reports should present data relating to the number of responses, type of responses, and other information.

LONG-TERM ACTIONS

The Fire Chief, the City Manager, and other administrative officials should review staffing and organizational recommendations. There are several issues that need to be explored by administrative officials.

- *The creation of an additional Assistant Chief position* - The proposed position is designed to strengthen the performance of the Fire Department. The role and the responsibilities of the position need to be carefully defined.
- *The employment of four firefighters* - The recommendation to employ additional personnel affects costs and operational effectiveness. It is possible to increase the number of personnel over several years.

- *The examination of station deployment* - The employment of additional personnel is linked to the concept of deploying three personnel at each station.

SUMMARY OF STAFFING RECOMMENDATIONS

Exhibits 34 and 35 summarize staffing recommendations. Exhibit 34 displays the proposed increase in the number of Fire Department personnel. Exhibit 35 shows the increase in number of personnel assigned to each shift.

EXHIBIT 34
CURRENT AND PROPOSED FIRE DEPARTMENT STAFFING

POSITION	CURRENT STAFFING	PROPOSED STAFFING	DIFFERENCE
Fire Chief	1	1	
Assistant Fire Chief	1	2	+1
Captain	4	4	
Lieutenant	4	4	
Firefighter	16	20	+4
Administrative Secretary	1	1	
Fire Inspector	2	2	
Total	29	34	+5

EXHIBIT 35
CURRENT AND PROPOSED SHIFT STAFFING

POSITION	CURRENT SHIFT/GROUP ASSIGNMENT	PROPOSED SHIFT/GROUP ASSIGNMENT
Captain	1	1
Lieutenant	1	1
Firefighter	4	5
Total	6	7

PRIORITY OF RECOMMENDATIONS

On the following pages, the major recommendations are listed in the order they are presented in this report, along with assigned priorities and selected comments. The recommendations have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay and which bear directly on the ability of the Fire Department to provide an acceptable level of service and operate in an efficient manner.

Priority 2: Recommendations which are important to the effective and efficient operation of the Fire Department and should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of the Fire Department and should be implemented as soon as resources and operating conditions permit.

EXHIBIT 36
LIST OF RECOMMENDATIONS

	RECOMMENDATION	PRIORITY	COMMENT
1	The Fire Department should develop quarterly management information reports.	2	Fire Department information should be shared.
2	The Fire Department should develop a system to review the use of sick leave.	1	
3	The City and the Fire Department should consider the employment of four additional firefighters.	3	This is a long- term recommendation and should be accompanied by protocol changes.
4	The Fire Department should continue to deploy a Captain and two Firefighters at Station 1.	1	
5	The Department should have a goal of deploying one Lieutenant and two Firefighters at Station 2.	1	This results in a more effective EMS response and safer fire crew size.
6	The Fire Department should develop written standard operating protocols based on emergency medical dispatch (EMD) procedures.	1	This should be accomplished as soon as possible.

7	The Fire Department should discontinue the practice of dispatching two ambulances to an initial advanced life support (ALS) EMS request for service.	1	This should reduce the need for call- back resources.
8	The Fire Department should dispatch one engine and one ambulance from the closest station to EMS category C, D, or E requests for service (ALS calls for service).	1	
9	The Fire Department should continue the practice of dispatching one ambulance to EMS category A and B requests for service (BLS calls for service).	1	
10	The Fire Department should establish enhanced EMS response procedures.	1	
11	The Fire Department should implement new EMS protocols, which should include call- back procedures for simultaneous responses.	1	
12	The Fire Department should revise the current general call-back protocol.	1	
13	The Fire Department should be reorganized and a second Assistant Chief position should be created.	3	
14	The Fire Department should rotate the duty assignments of the Assistant Fire Chiefs every two or three years.	3	
15	The Fire Department should establish a duty assignment system in which responsibility for responding to major emergencies on evenings and weekends is rotated among chief officers.	3	
16	The Fire Department should develop a policy which allows appropriately trained firefighters to serve as acting company officers.	2	This is an important professional opportunity for personnel.
17	Captains, as shift commanders, should be responsible for the management of sick leave.	1/2	Those holding rank should be accountable for the personnel they supervise.
18	The Fire Department should establish a system in which company officers have administrative oversight responsibilities.	1/2	This is an important professional opportunity for personnel.
19	Captains should have the authority to authorize overtime in accordance with Department procedures and protocols.	1/2	

20	Captains should be required to review and approve the payroll records of their shift.	1	This recommendation should be implemented immediately.
21	Consideration should be given to making Fire Captain a management position.	2	
22	The Fire Department should adopt policies and practices which ensure that a company officer is not required to serve in the dual roles of an incident commander and a company officer.	1	Ensures safe and effective operations.
23	The Fire Department's response policies should require an incident commander at all structure fire incidents and other emergencies.	1	Ensures safe and effective operations.
24	The Fire Department should develop a fire company inspection program which supports the Department's preplanning efforts and the fire prevention program.	2	
25	The Fire Department should continue to employ two Fire Inspectors.	1	
26	The Fire Department should work with fire departments in the area to develop a regional Incident Management Team (IMT).	2	
27	Mutual aid IMT procedures should be established.	2	
28	The Fire Department should continue to provide ALS ambulance services	1	The Department should continue providing the current service level.
29	The City should consider working with Hanover to develop a shared fire station.	3	

APPENDIX 1

STANDARDS, BENCHMARKS AND RESPONSE PARAMETERS

This Appendix describes the emerging standards and benchmarks used to design fire or emergency medical service systems. Meeting benchmarks and standards is difficult for many fire departments, such as Lebanon. An approach toward making progress in achieving standards is to maximize the available regional resources. Resources near the City are limited, but they should be drawn upon, if necessary. The emerging standards, or benchmarks, which affect crew size, firefighter safety, and fire and EMS response times are listed below.

OSHA requirements for a minimum of four equipped personnel to be present before entry in a structure fire incident.

OSHA requirements for a rapid intervention team (RIT) to be present for safety reasons at working structure fires.

OSHA and NFPA requirements for a qualified incident commander and a qualified safety officer to be present at working incidents.

NFPA 1710 and industry standards to have a minimum of 15 firefighters, including an incident commander, present for a low-hazard structure fire, and at least two pumpers and a ladder truck, or similar vehicle.

Emergency medical service response time benchmarks which are suggested in NFPA 1710, the *American Heart Association Statement on Chain of Survival*; and Eisenberg Model which discuss the survivability for a non-breathing person and the application of CPR, defibrillation, and advanced life support.

A brief discussion of emergency medical service response benchmarks is also contained in Chapter VII of this report.

DEVELOPING RESPONSE CAPABILITY OBJECTIVES

Response capability objectives should consider both rapid response and, in the case of fire emergencies, a sufficient number of firefighters to attack the fire.

Response objectives must also accommodate variations in fire danger. It is important to consider subsequent responses occurring after the initial response and the possibility of simultaneous emergency events, such as fire, rescue, hazmat and EMS incidents, occurring during or after the initial incident. A number of measures and standards are considered by fire and rescue agencies when developing response capability objectives.

STANDARDS AND FACTORS USED TO DEVELOP RESPONSE CAPABILITY OBJECTIVES

Containment of a Fire/Flashover	NFPA Standard 1710
Geographic Characteristics of the City	Distribution of Capacity (fire station location)
Sequence of Emergency Response	AMA EMS Response Considerations & Standards
"Two In, Two Out" OSHA Safety Rule	AHA Standards for Cardiac Response
Insurance Services Office (ISO) Measures/Standards	

The concepts summarized above provide a frame of reference for many of the recommendations in this report.

Containment. In structure fire instances, there are several important factors to consider. First is the behavior of fire within a confined space. The risks associated with this can vary across the City. In closely developed, built-up areas, it is imperative to consistently contain a fire within the compartment of origin (that area separated from the remainder of the structure by construction). This means that the fire department must interrupt the growth of fire before a condition called flashover occurs. At flashover, there is a rapid transition in fire behavior from localized burning of fuel, to involvement of all the combustibles in the enclosure. At that time, the fire typically expands in six different directions: vertically through the ceiling, horizontally through the four walls, and even through openings in the floor. By then, all barriers to fire growth beyond the original compartment are under attack by extremely hot flame, smoke and gasses. These elements expand at approximately 50 times their volume per minute. At flashover, the probability of death or serious injury to occupants of the structure is significant. Obviously, life safety within the structure is a basic concern and, when nearby properties are involved, the control of flashover becomes even more paramount as additional lives and property are jeopardized.

Comprehensive testing by the United States Institute of Standards and Technology has generally established that a fire within a typically furnished room will evolve into flashover within four to ten minutes of the event of open flame. At that time, temperatures at ceiling level will reach 1,500 degrees. United States fire department planning generally assumes approximately an eight-minute period before flashover.

Under these circumstances, and where lives and properties are in danger, in order to accomplish timely interruption of fire growth, contain the fire within the compartment of origin, and locate and remove threatened persons, rapid and effective response is essential. Fire companies must receive notification of the fire, don appropriate safety gear, mount the apparatus, travel to the scene of the fire, accomplish sufficient firefighting tasks to inhibit fire growth, and rescue occupants within approximately eight minutes of the event of flame. The tasks to be accomplished at the scene by the initial arriving units include search, rescue, ventilation, ladder placement, hose line deployment and other actions, all requiring immediate and simultaneous execution.

Local Characteristics. When designing response time and response capability objectives, it is important to consider fire risks, how they vary by neighborhood, and the level of service needed. Risks are greatest in wood-frame and non-resistant residential dwelling units, which are normally without automatic detection and reporting systems or suppression systems. In newer construction (particularly commercial, industrial and institutional structures), where buildings may be required to have automatic detection and suppression systems, the fire risk can be less. The latter usually have suppression systems which reduce the unmeasured time between the start of a fire and when the fire is detected and reported, and automatically retard fire development. It is important to recognize the significance of automatic suppression systems. In the following exhibit, data from the NFPA is reproduced indicating the effectiveness of sprinklers in residential occupancy structure fires.

**SPRINKLER FIRE PROTECTION STATISTICS – RESIDENTIAL STRUCTURE FIRES
1994–1998 (ANNUAL AVERAGES)**

	HOMES (APTS., 1 & 2 FAMILY)	ROOMING, BOARDING & LODGING HOUSES	HOTELS & MOTELS
Percent of fires in buildings with automatic suppression systems	2.1%	17.2%	34.5%
Deaths per 1,000 fires with no automatic suppression systems	9.5	13.4	8.5
Deaths per 1,000 fires with automatic suppression systems	2.2	0.0	0.0
Percent reduction in deaths per 1,000 fires when automatic suppression systems are present	76.6%	100%	100%

Source: *The U.S. Fire Problem Overview Report*, Marty Ahrens, NFPA, June 2001

The data indicate that there is a reduction in death when automatic suppression systems are present. While not shown above, NFPA data also demonstrate that there is a substantial reduction in the cost of fire damage when automatic suppression systems are in place.

Sequence of response. In bringing firefighters to the point of fire interruption, required steps include:

- Notification of the fire companies
- Turnout of firefighters (donning safety gear, etc.) and dispatch
- Travel time
- Size-up and set-up at the scene

The time required to complete these procedures must be reduced to the shortest possible span through training, sound standard operating procedures, reasonable response times and other means. Assuming the shortest possible response time for these processes, in most structure fires, the first-due company has very limited time to travel to the incident location and accomplish interruption of fire growth, perhaps no more than four to six minutes. Ideally, the locations of stations should ensure that response times of four to six minutes can be achieved

in most of the response area surrounding the station, so that the initial response can arrive in time to prevent flashover.

Insurance Services Office (ISO). ISO has established some general station location standards, based on road travel distances. The ISO Fire Suppression Rating Schedule states in item #560, Distribution of Companies: *The built-upon area of the Town should have a first-due engine company within 1.5 miles and a ladder-service company within 2.5 miles.*

The *National Fire Protection Association (NFPA) Handbook* has indicated that first-due apparatus should be located within two miles of residential areas, within one and one-half miles of commercial areas, and within one mile of locations where the required fire flow exceeds 5,000 gpm.

Distribution of Capacity. The basic principle for allocation of fire suppression forces is to distribute units throughout the service area, to allow approximately equal travel distances and response times to all locations. However, factors other than distance will influence response. For instance, weather conditions, the configuration of the roadway network, or traffic patterns may delay response.

Taking into account these factors, therefore, each protection area must set its own realistic goal, such as reaching 90 percent of the incidents within an identified number of minutes.

EMS Response Considerations. The benchmark for fire interruption is also important for emergency medical response purposes. Survivability for a non-breathing person is a function of application of CPR, defibrillation, and advanced life support. Models exist to predict survivability. One commonly applied model is the Eisenberg Model, which estimates the probability of survival based on a system's ability to deliver the critical links in a timely manner. The functional equation is:

Survival rate = 67% minus 2.3% per minute without CPR
Minus 1.1% without necessary defibrillation
Minus 2.1% per minute without necessary Advanced Cardiac Life Support

This equation suggests that one-third of all non-breathing and/or cardiac arrest patients may die immediately, and that the remaining individuals' probability of survival decreases by up to 5.5 percent for each subsequent minute; however, the decrease can be slowed by the application of various procedures (CPR, defibrillation, ACLS).

American Heart Association. The American Heart Association, in its *Statement on Chain of Survival*, describes a particular sequence of events which must occur rapidly to allow for people to survive sudden cardiac arrest. The chain of survival includes recognition of early warning signs, activation of the emergency medical system, basic cardiopulmonary resuscitation, defibrillation, intubation and intravenous administration of medications. Early defibrillation is identified as a critical link in the chain of survival. The Association supports rapid response and advocates establishing public access defibrillation (PAD) programs. For every minute without defibrillation, the odds of survival drop seven to 10 percent. A sudden cardiac arrest victim who is not defibrillated within eight to 10 minutes has a very limited chance of survival.

"Two in, two out" OSHA guideline. It is also important to consider the so-called "two in, two out" OSHA guideline that, except in extreme life-threatening situations to the occupants, four firefighters will be required at the scene of a structure fire before any two may enter.

NATIONAL FIRE PROTECTION ASSOCIATION STANDARDS

The establishment of response standards and objectives will be influenced by National Fire Protection Standards. For example, for a low hazard working structure fire, the minimum apparatus should be two engines, one ladder, and 15 firefighters, including an incident commander. The 15-person requirement for a residential structure working fire is specified in the NFPA handbook and is also based on studies in Louisville, Phoenix, and other areas, and is a commonly accepted, industry-wide standard. Moreover, the recently adopted NFPA 1710 has become a significant benchmark to which the Fire Department should measure its performance.

NFPA 1710, *Standard for the Organization and Deployment for Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (2001 edition), approved on August 2, 2001,

sets forth requirements concerning the organization of fire suppression and fire-based EMS services, as well as staffing requirements and maximum response times to fire and EMS incidents. While NFPA standards do not have the weight of law unless imposed by the authority having jurisdiction (AHJ), or required by OSHA or the Code of Federal Regulations, standards typically are viewed by courts and other judgmental bodies as “industry standards.”

NFPA 1710 contains *minimum* requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations for all career fire departments. The standard also specifies *minimum* criteria for addressing the effectiveness and efficiency of fire suppression operations, emergency medical services, and special operations delivery in protecting the public, and the occupational safety and health of fire department employees.

NFPA 1710 describes response time objectives and staffing requirements. While the standard presents response time measures (described below), it also stipulates that these response time performance objectives should be achieved in at least 90 percent of the incidents. The response time objectives and staffing requirements are summarized below.

NFPA RESPONSE TIME OBJECTIVES AND STAFFING

FIRE DEPARTMENT RESPONSE TIME OBJECTIVES

STANDARD	NFPA 1710 SECTION
Turn-out time shall be one minute (60 seconds) maximum.	<i>Section 4.1.2.1.1 (1)</i>
Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and/or eight minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident. *	<i>Section 4.1.2.1.1 (2)</i>
Four minutes (240 seconds) or less for the arrival of a unit with first responder, or higher, level capability at an emergency medical incident. *	<i>Section 4.1.2.1.1 (3)</i>
Eight minutes (480 seconds) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department. *	<i>Section 4.1.2.1.1 (4)</i>

* These response time performance objectives should be achieved at least 90 percent of the time.

FIRE DEPARTMENT STAFFING REQUIREMENTS

STANDARD	NFPA 1710 SECTION
Each fire company must have an officer.	<i>Section 5.2.1.2.2</i>
A chief level officer must respond to all full alarms.	<i>Section 5.2.1.2.3</i>
Engine companies must be staffed with a minimum of four firefighters.	<i>Section 5.2.2.1.1</i>
Ladder companies must be staffed with a minimum of four.	<i>Section 5.2.2.2.1</i>
The initial full- alarm assignment shall consist of 14 individuals, or 15 if an aerial ladder has responded.	<i>Section 5.2.3.2.2</i>

NFPA 1710 also states that the number of on- duty fire suppression personnel in excess of 14 or 15 shall be comprised of the numbers necessary for firefighting performance *relative to the expected firefighting conditions*. These numbers shall be determined through task analyses which take the following factors into consideration:

- life hazard to the population protected
- provision of safe and effective firefighting performance conditions for the firefighters
- potential property loss
- nature, configuration, hazards, and internal protection of the properties involved
- types of fireground tactics and evolutions employed as standard procedure, type of apparatus used, and results expected to be obtained at the fire scene

In jurisdictions with tactical hazards, high hazard occupancies, high incident frequencies, geographical restrictions, or other pertinent factors, *as identified by the authority having jurisdiction*, these companies shall be staffed with a minimum of five or six on- duty personnel.

The explanatory text which accompanies NFPA 1710 provides insight regarding the basis for the response objectives of “... four minutes or less for the

arrival of the first arriving engine company at a fire suppression incident and/or eight minutes or less for the deployment of a full first alarm assignment at a fire suppression incident.”

The explanatory text states that: “An early aggressive and offensive primary interior attack on a working fire, where feasible, is usually the most effective strategy to reduce loss of lives and property damage. At approximately 10 minutes into the fire sequence, the hypothetical room of origin flashes over. Extension outside the room begins at this point. Consequently, given that the progression of a structural fire to the point of flashover (i.e., the very rapid spreading of the fire due to the super heating of room contents and other combustibles) generally occurs in less than 10 minutes, two of the most important elements in limiting fire spread are the quick arrival of sufficient numbers of personnel and equipment to attack and extinguish the fire as close to the point of its origin as possible.” (*Annex A, Section A.5.2.1.2.1*)

Applying NFPA 1710 to the specific conditions in the City of Lebanon results in the identification of a number of challenges. The nature, age, and geographic location of the City increase the fire risk. The City contains several atypical hazards, such as a large medical facility, but mutual aid resources are readily available.

NFPA Standard 1710 calls for 14 or 15 responders for working single- family dwelling fires, which can be accomplished by a combination of on- duty personnel, call back of personnel, and mutual aid. Higher staffing levels are necessary for large commercial structures, multiple residences, larger single- family residences, and high rise structures.

Sources of additional information for standards and guidelines include www.nfpa.org, www.americanheart.org, www.iafc.org, cfai@cfainet.org, and www.astm.org.

APPENDIX 2
FIRE DEPARTMENT STAFFING IN NEW HAMPSHIRE

CITY/TOWN	2004 POP.	SQ. MI.	NUMBER OF FULL-TIME PERSONNEL	SHIFT SIZE	NUMBER OF CALL PERSONNEL	NUMBER OF FIRE STATIONS
Bedford	20,410	33.05	22	4	30	1
Berlin	10,404	65.29	12	4	20	1
Claremont	13,344	44.05	18	4	20	1
Durham	12,904	24.76	26	5	17	1
Exeter	14,709	20.02	26	5	17	1
Franklin	8,683	29.15	16	4	23	1
Goffstown	17,536	37.60	14		51	3*
Hampton	15,313	14.17	41	9	0	2
Hanover	11,124	50.13	18	3	15	2*
Hooksett	12,064	37.12	34	8	30	3*
Laconia	17,133	26.11	33	7	7	3*
Pelham	12,310	26.79	15	3	31	1
Somersworth	11,736	9.99	13	3	15	1
Windham	12,452	27.76	18	4	10	1

* Includes one station not staffed with full-time personnel.

Source: Data reprinted by permission of the *Kling Report*, prepared by Bruce Kling.



Lebanon Police Department

Updated Staffing and Personnel Assessment

June 27, 2023

Staffing Requirements – Sworn Police Officers

For effective delivery of police services, it is important that adequate qualified police officers and staff be available. There are a variety of methods and “myths” used to determine appropriate police department staffing levels.

The most recent cited “standard” has been the ratio of 1.8 (2005) Full-Time police officers per one thousand residents in New England. The national average shows 2.4 per thousand. This mythical ratio has been traced back to a misunderstanding of the annually published Crime in America, Uniform Crime Report, authorized by the Federal Bureau of Investigation. This report lists the average number of sworn officers by population groupings. The national or regional average is what is often cited.

Police department staffing is often driven by non-evidence based factors. These can include the community’s ability to afford police services, positive and negative relationships with elected officials, the community’s need for police services, the community’s demand for police services and the extent of services offered or provided by the police department. Although these factors will continue to influence the staffing of police departments, a basic formula has been developed as a result of extensive empirical research that is useful in providing greater precision in determining staffing requirements. This formula is known as Zero-Based Manpower Planning and uses the nationally accepted Bartell Formula for Manpower Determinations.

Zero-Based Manpower Planning takes into consideration several key factors in determining the number of sworn officers needed (not including civilian personnel such as clerks, administrative assistants, etc.). These steps have been completed and will be outlined later in this document. The calculations also take into account specialty units such as Police K9 and the School Resource Officer. These positions handle calls as well as being assigned to specific duties outside of regular patrol. These numbers do NOT include time officers spend at court, personal time (lunch breaks, bereavement leave, bonus sick days, etc.), training (state mandated to maintain officer certification), nor do they include administrative time and duties. Administrative duties are part of a Sergeant or Corporal position and can account for up to an average of 1.5 hours of supervisory work in a day. This study also does not account for all long-term investigations and follow-ups conducted by detective personnel. Further, this study does not take into account the positions of Lieutenant, Captain, Deputy Chief or Chief, which have primarily administrative responsibilities. Rather, this is a study of the patrol segment of the Lebanon Police Department, currently consisting of 22 Officers. This report takes a best-practice, data-driven and evidence based approach to assessing ideal staffing needs.

Response time to emergency calls is a critical factor because it has a clear impact on the citizen’s perception of the police department and affects the ability of the police department to clear a crime. A response time of more than six (6) minutes to an emergency or an in-progress crime seriously curtails the officer’s ability to intervene or investigate the situation.

This information also helps determine the amount of time spent per call to estimate staffing requirements. The amount of time per call for the officer to respond to and handle the call is typically an average of 27 to 30 minutes per call (Lebanon showed an average of 27 minutes in 2022). To account for the additional time of completing all necessary paperwork pertaining to the incident, the average time is calculated as 45 minutes per call.

To estimate the amount of time the Lebanon Police Department spends on calls, the following calculations are used:

Calls For Service:

*** Number of Calls** (*MV = Motor Vehicle Stops*)

	<u>With MV</u>	<u>Without MV</u>
Total number of calls	34606	29643
Average calls per month	2883.83	2470.25
Average calls per week	665.5	570
Average calls per day	94.81	81.21
Average calls per shift	31.60	27
Average calls per hour	3.9	3.38

** All numbers are based on Lebanon Police Department from 1/1/2022 – 12/31/2022*

Time Consumed on Calls:

The number of officers needed to handle the calls for service depends on two factors:

1. The amount of time spent on each call.
2. The queuing of call (when and what frequency calls are received). The time consumed on calls includes the travel time and time spent handling the calls plus paperwork required. The time spent by officers on each call for service is calculated at forty-five (45) minutes.

Step 1: Calls for Service

Formula:

Number of calls projected (x) time consumed per call ($/$) number of weeks ($=$) the time required per week

Calculation:

29,643 calls (does not include motor vehicle) $\times$ 45 minutes (.75) = 22232.25 / 52 weeks
 = 427.54 hours per week

Step 2: Patrol

The amount of random patrol is a decision policy, which should be determined by the Chief of Police in cooperation and consultation with elected and appointed City officials. The amount of patrol is generally thought of in terms of P-factors. A P-factor of 1 is the amount of time required to drive each mile of road in the City one time. The City has 139 miles of roadway. Assuming a patrol speed of 30 miles per hour (average), the P-factor is calculated as follows:

Formula:

Number of road miles/MILES PER HOUR = P-factor

Calculation:

139 road miles/30 miles per hour = 4.63 hours
 1 P-factor of 4.63 hours $\times$ 3 shifts per day = 13.89 hours per day
 13.89 hours per day $\times$ 7 days = 97.23 hours per week

Therefore, 97.23 hours per week provide for one complete patrol of the City every shift.

In addition to patrol, the amount of time spent on traffic enforcement is also included. Traffic citations and warnings generally require less of an officer's time than calls for service. Time spent, on the average, for traffic citations and warnings is estimated at 15 minutes. This function of patrol is calculated as follows based on 4,963 traffic stops per year.

Formula:

Number of traffic stops (x) 15 minutes each (.25 hour) = hours required

Calculation:

4963 Traffic Stops $\times$ 15 minutes each (.25 hour) = 1240.75 hours per year
 2,005.5 hours per year / 52 weeks = 23.86 hours per week

Step 3: Investigations

Investigation includes time spent on the initial investigation as well as follow-up investigation resulting from calls for service. It does not include special investigations

such as task forces or special tactical operations. Investigation time is estimated by assuming 5 hours for each Index offense* and 2 hours for each Non-Index offense.** The time required for investigation is calculated as follows:

Formula:

Number of Index Offenses $\times$ 5 hours Investigative Time = Index Investigative hours per year

Number of Non-Index Offenses $\times$ 2 hours Investigative Time = Non-Index Investigative hours per year

Calculations:

786 Index Offenses $\times$ 5 hours = 3,930 hours per year

1,622 Non-Index Offenses $\times$ 2 hours = 3,244 hours per year

3,930 Index Offense hours + 3,244 Non-Index Offense hours = 7,174 total hours per year

7,174 total hours per year / 52 weeks = 137.96 hours per week

**Index Offenses are determined by the National Incident Based Reporting System (NIBRS) which is a Uniform Crime Reporting System used throughout the United States via the FBI. Index crimes are the more “serious” crimes including Arson, Assault, Burglary, Drug Offenses, Homicide, Motor Vehicle Theft, Sex Offenses, Weapons Violations, etc.*

*** Non-Index Offenses are determined by NIBRS (see above “Index Offenses”) and are less serious crimes such as Bad Checks, Disorderly Conduct, DWI, Non-Violent Family Offenses, Liquor Law Violations, Trespass of Property, etc.*

Step 4: SUMMARY of Steps 1 through 3

The total time accounted for in Steps 1 through 3 above is summarized in the following:

Summary of Steps 1 through 3:

With 3 Shifts	
Calls For Service	427.54 hours per week
Patrol or P-factor	97.23 hours per week
Traffic Enforcement	23.86 hours per week
Investigations	137.96 hours per week
Total:	686.59 hours per week

The minimum hourly service requirement is 686.59 hours per week, which refers only to basic minimum police services. There is very little flexibility built into the formula in the area of patrol particularly in view of the traffic problems experienced by the City of Lebanon.

Step 5: Assignment Availability Factor:

Before staffing can be calculated from the service levels, the assignment availability factor (AAF) must be calculated. The AAF is used to account for days off. It is a calculation of the number of officers required to fill one position 24 hours per day, 7 days per week.

Formula:

Number of relief days (+) vacation days (+) personal days (+) sick time = Total unavailable

$$\text{Number of days in one year (-) total unavailable days} = \text{Total available days}$$
$$\text{Total days in year} (\wedge) \text{ total available days} = \text{AAF}$$

The following calculations are made to determine the Assignment Availability Factor and project the proper manpower requirements:

Calculations:

Assignment Availability Factor*

Relief Days (Weekends)	104 days
Sick Days	10 days (avg.)
Vacation Days	14 days (average)
Personal Days	4 days

Total **132 days**

**These figures do not include lunch breaks, bereavement leave, bonus sick days, short and long term disability, worker's compensation time, etc. which would make the AAF higher. Utilizing 14 days as an average for vacation time is extremely conservative, especially given the fact that by union contract, Lebanon Police Officers can take up to 200 hours per year.*

365 days per year (-) 132 days unavailable = **233 days available**

365 days per year (/) 233 days available = **1.56 AAF**

Patrol Staffing Summary – Bartell Formula

The number of police officers required can then be calculated by using the following process:

686.59 total hours required (/) 40 hours per week = **17.16** positions
17.16 positions (x) 1.56 AAF = **26.77 officers required** *(In the patrol division)*

This means that **26.77 full-time** officers assigned to patrol functions is an optimum number of officers to handle the demands for service for the City of Lebanon. **Currently the Lebanon Police patrol compliment consists of 22 sworn employees.** It is not possible to pull 4 employees from other divisions to address this shortage. This shortage could only be addressed through adding positions to the agency.

Prosecution and Civilian Staffing

The Bartell Formula does not account, or allow, for analysis of civilian staffing requirements. In the case of Prosecution, the Lebanon Police Department utilizes a full-time Attorney to handle all prosecution. This program began in 2015 when a full-time, Bar certified attorney was hired. The result has been a much more efficient, productive and professional presence in the Lebanon District Court.

However, the transition from a Police Prosecutor to a Bar certified Attorney/Prosecutor has revealed a shortage in staffing. The Lebanon Police Department's legal division consists of one attorney. There is technically no legal assistant although the department utilizes one of the department's Records Division secretaries and the Administrative Assistant to the Chief of Police to shoulder the workload. This approach is not efficient or sustainable in the long term as the primary duties of both the Records Secretary and Administrative Assistant have, and will continue to, suffer.

Currently, our prosecuting attorney handles the following responsibilities:

- All adult prosecution in Circuit Court
- All communication with adult defendants or their counsel
- All communication with all witnesses/victims
- All communication with the general public regarding prosecution matters

Currently, one of our Records Secretaries handles the following responsibilities that would normally be done by a legal assistant:

- All Discovery matters (Providing copies of case files and documents to defense attorneys and defendants)
- All witness lists and subpoenas
- All data & record entry
- All filing and docketing responsibilities
- Records assistant responsibilities

In addition to utilizing a Records Secretary for legal responsibilities, the department also tasks our Training Officer and Operations Bureau Commander with some legal division responsibilities. This is due to the overwhelming amount of work and limited staff within prosecution. Therefore, the Training Officer and Operations Lieutenant perform the following prosecutorial duties:

- All Administrative License Suspension hearings (ALS)
 - All juvenile court prosecution matters
 - All communication with juveniles or their counsel
-
- When complex motions or issues arise in cases, the prosecutor is forced to reassess and attempt to resolve cases at a lower resolution rather than spend the additional time necessary to litigate those issues. This deficiency results in a lack of justice being achieved in some cases so that the majority of cases can continue to churn through the system.

The department previously had a Secretary that was assigned to the Detective Bureau that helped shoulder the workload in prosecution.

Summary

The Lebanon Police Department is committed to providing efficient and effective policing services to the City of Lebanon, its residents and community members. As mentioned in the opening paragraph, police department staffing is derived from a number of factors. Some of these factors are based upon expectations and affordability, while other factors are data driven.

The City of Lebanon is unique in determining the need for police department staffing. The total residential population of the City does not reconcile with the department's overall budget and staffing. Due to Lebanon's geographical location, home to Dartmouth Hitchcock Medical Center along with other major employers, and the services that the City provides to residents of the Upper Valley, the daytime population of the City can exceed 30,000¹. The impact of this unique dynamic is noticeable and requires that the City's departments be prepared to provide emergency services to a much larger population.

¹ <http://www.lebnh.net/home/about-lebanon>

For years, the Lebanon Police Department, has utilized a “rob Peter to pay Paul” approach to staffing and providing services. When deficiencies in one area or division were identified, resources from another area or division were reallocated. This is not an uncommon approach in municipal management but is not sustainable in the long term. The City of Lebanon has experienced significant increases in crime and the police department has seen a significant increase in calls for service over the last twenty years, which has been expected given the overall growth of the City from a services and business standpoint. However, during that same time period of growth, the department’s staff has not increased sufficiently to match that trend.

Calls for service for the police department went from 30,965 in 2021 to 34,606 in 2022 for a 11.7% increase.

Recommendations

Currently, the department is staffed by 35 sworn police officers. The ideal number of sworn police officers needed to institute best practices throughout the organization and to provide the expected level of professional police services, is 39 full-time sworn police officers.

Respectfully Submitted,

Phillip Roberts
Chief of Police

**Agenda
Lebanon City Council
July 15, 2026**

13. New Business:

**13.C – Discussion of Future Redevelopment Goals for
City-Owned Properties at 14, 28, and 30 Main Street, West Lebanon**

Background

On May 6th, the City Council reviewed and discussed a proposed Option to Purchase Agreement from DEW Properties, LLC in connection with the potential redevelopment of City-owned properties located at 14, 28, and 30 Main Street in West Lebanon. DEW's proposal was to partner with Twin Pines Housing Trust (TPHT) to develop a multi-story building with 32 workforce housing units on the upper floors and the possibility of up to +/-5,000 sqft. of ground floor commercial space.

Following the discussion, the Council declined to act on the proposed Option to Purchase Agreement. Instead, the Council requested a future agenda item to revisit and discuss the redevelopment goals for the Main Street Properties.

To help facilitate an informed discussion, the City administration has assembled information and data, including the original survey and recommendations from the West Lebanon Revitalization Advisory Committee (WLRAC) and the resulting Request for Proposals (RFP), the existing and potential value of the Main Street Properties through redevelopment, as well as additional information about other below-market rate developments in Lebanon and West Lebanon. In addition, DEW and TPHT have provided additional information and data about the anticipated cost of construction, the proposed unit mix, and projected housing rents and resulting property taxes for the proposed development under unsubsidized (market) and subsidized (LIHTC) conditions.

As a reminder, one of the original ideas for the Main Street Properties was as a location for a new West Lebanon Fire Station on a larger parcel of land within +/-500 feet of the existing station. However, based on public comment, including the future use survey (attached) conducted by the WLRAC, the notion of using the land for public safety was largely set aside.

Based on the public survey and other research, WLRAC finalized its recommendations to the City Council (attached) in December 2023. WLRAC recommended the properties be developed with a mixed-use building, including commercial uses occupying the 1st floor that would "support residents and attract others to visit and spend time in town", with residential units on the upper floors. WLRAC specifically acknowledged that "given the lack of redevelopment on Main Street recently, it may be necessary for the City to subsidize the project in some way (sell property at reduced price, favorable lease terms, etc) to bring these goals to fruition."

In January 2024, the City Council reviewed and discussed WLRAC's recommendations and unanimously approved a motion to authorize and direct the City Manager "to prepare and advertise a Request For Proposals (RFP) for the redevelopment of city-owned properties located at 14, 28, and 30 Main Street, West Lebanon, incorporating the recommendations of the West Lebanon Revitalization Advisory Committee as set forth in the January 17, 2024 City Council Agenda Packet, with additional optional consideration for workforce housing included in the RFP with a goal of advertising the RFP by March 1, 2024."

Following the Council's action, the City Manager's Office prepared and released an RFP on March 1, 2024 as directed. The RFP (attached) noted that "while rental or sales prices are anticipated to be mostly market rate, incorporation of affordable, workforce housing is highly desirable." The RFP closed in late June with no qualified responses.

Thereafter, the City Manager's Office informed the Council of its intent to reach out to other developers about potential interest in partnering with the City on a redevelopment project. As discussed in May, the only responses to the Manager's inquiries were from developers particularly interested in workforce housing projects, and DEW was the only developer to follow through by submitting a proposal for consideration.

The following information attempts to address some of the questions or comments made during the May 6th discussion.

Purchase Price:

At the time of acquisition on May 31, 2023, the assessed valuation of the 3 properties was a combined \$1,447,300. The City's overall median equalization ratio in 2023 was 76.9%; (the commercial equalization ratio was 72.35%). As a result, the estimated full equalized assessed value ($\$1,447,300 / 0.769$) would have been approximately \$1,882,054. The final purchase price was \$1,750,000. In connection with the purchase, the City completed a title review by the City's attorney, and engaged a consulting firm to complete environmental due diligence consisting of a Phase I Environmental Site Assessment and a Phase II Hazardous Building Materials Survey.

Other Below-Market Rate Developments:

At present, there are 215 below-market rate units located in the West Lebanon area. There are 242 below-market rate units in downtown Lebanon and the City is actively pursuing an additional 80 such units at the former DPW property at 20 Spencer Street.

The income requirements and rental rates can vary substantially depending on the sources of funding. Some below-market rate units are subsidized public housing units (such as Village at Crafts Hill, Romano Circle, Maple Manor, Lebanon Towers, Rogers House, Rivermere, and Mascoma Village Apartments) in which tenants pay 30 percent of their income toward rent and HUD or Rural Development, for example, pays the balance up to the contract rent. Other below-market developments are housing tax credit projects (such as Tracy Street Apartments, Romano Place, Heater Landing, Spencer Square, and the proposed Lebanon Muse project) in which rents are set based on Area Median Incomes (AMIs) published by HUD, but are not based on tenant income. The proposed DEW/TPHT project would be a housing tax credit project with target AMIs ranging from 30% to 120% of AMI.

Attached is a table of information about the existing and proposed below-market rate developments in the City.

Market Rate Rents v. Below-Market Rate Rents:

DEW estimates that the total cost to construct the proposed 4-story building with 32 residential units and up to 3,500 sqft of ground floor commercial space would be approximately \$14.5-\$15.5 million dollars, including soft costs. The mix of units in the proposed project would be 15 1-Bedroom, 15 2-Bedroom, and 2 3-Bedroom units.

Without Housing Tax Credits or any other subsidy (i.e. market rate), and assuming a \$3 million equity investment by the developer, rental rates would be expected to range from +/- \$3,500/mo. for 1-BR unit to +/- \$4,600/mo. for a 3-BR unit.

As noted, the target AMI for the DEW/TPHT project would range from 30% AMI to 120% AMI with an overall average AMI of approximately 60%. Although it is not yet known which AMI percentages would be applied to which housing units, with housing tax credits or similar sources of subsidy, rental rates could range from +/- \$660/mo. (for a 1-person household in a 1- Bedroom unit at 30% AMI) to +/- \$3,600/mo. (for a 6-person household in a 3- Bedroom unit at 120% AMI).

In 2026, the HUD Median Family Income for Grafton County is approximately \$112,000 and a 3-person household earning up to \$63,540 is eligible for housing at the 60% AMI level.

Assessed Valuation and Property Taxes:

The Main Street Properties are currently assessed for a combined value of \$1,730,900. At the current tax rate of \$21.53/\$1000 valuation, the properties would pay approximately \$37,266 in property taxes.

For the proposed DEW/TPHT project, assuming an average rent of \$1,475/mo. (based on average AMI of 60% across all units), the proposed development would pay approximately \$56,640 in property taxes based on an assessment in accordance with RSA 75:1-a, (i.e. taxes due are based on 10% of actual rental income and other income). This 43% increase in tax revenue over the existing buildings does not account for the potential taxable valuation of any commercial space on the ground floor of the building.

Reuse of the Existing Buildings:

When the City acquired the Main Street Properties in May 2023, the commercial spaces at 14 and 28 Main Street were occupied and paying rent, and one of the two residential units in each building was also occupied and paying rent. (Chiplin Enterprises occupied and used 30 Main Street for its own purposes.) The total rental income from the four existing tenants was \$7,000/month or \$84,000/year.

Since the pre-existing tenants were not governmental uses, the parcels remained subject to property taxation pursuant to RSA 72:23. In addition, the City became responsible for water and wastewater charges, electricity, heating fuel, trash removal, and other property management expenses. In 2024, the City experienced a net loss of just over \$20,000 in the operation of the buildings while waiting to determine how the properties should be used. Attempting to place new tenants in any of the commercial or residential spaces would likely result in a similar net operating loss.

In addition, it is expected that significant investment would be required to bring most of the rentable spaces up to a reasonable condition for occupancy. For example, the cost to upgrade the electrical services alone in Unit A of 28 Main Street (which was vacant at the time of acquisition) was determined to be in excess of \$10,000. Unit B of 28 Main Street (which was occupied at the time of acquisition) likely needs to be completely gutted and renovated to be made rentable.

Finally, if the City Council elects to delay action on redevelopment of the Main Street Properties, then the need to demolish the existing buildings is expected to become more urgent as time passes.

Action

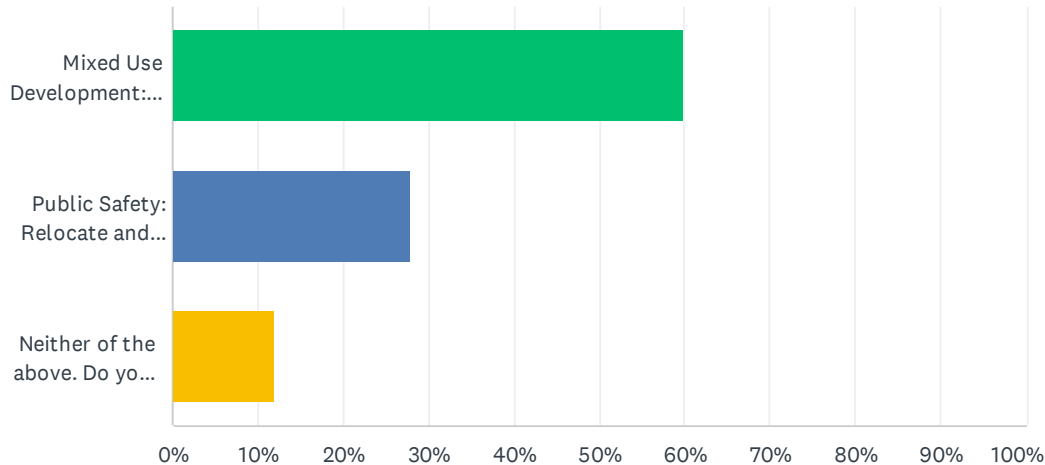
This agenda item is for informational purposes only. No action is required by the Council.

Included In This Section:

1. West Lebanon Revitalization Advisory Committee – 14, 28, and 30 Main Street Future Use Survey, dated October 30, 2023
2. West Lebanon Revitalization Advisory Committee, Final Decision on Recommendation to City Council on Redevelopment of 14, 28 and 30 Main Street, December 4, 2023
3. Excerpt of City Council Minutes from January 17, 2024
4. West Lebanon Main Street Properties Redevelopment Project, Request for Proposals, Released March 1, 2024
5. Summary table of existing Below-Market Rate units in West Lebanon and Lebanon

Q1 What future use choice do you recommend for developing the three parcels?

Answered: 350 Skipped: 0



ANSWER CHOICES	RESPONSES	
Mixed Use Development: Combine two or more of the lots and partner with a developer to create a block of residential units above street level retail, thereby, creating housing and business opportunity for West Lebanon residents.	60.00%	210
Public Safety: Relocate and update the West Lebanon Fire and Ambulance station, thereby, creating a modern station and keeping response times short for West Lebanon residents.	28.00%	98
Neither of the above. Do you have another use for the property that you would like to see?	12.00%	42
TOTAL		350

#	NEITHER OF THE ABOVE. DO YOU HAVE ANOTHER USE FOR THE PROPERTY THAT YOU WOULD LIKE TO SEE?	DATE
1	I would like to support the idea of opening up the stream that's now under the area of Church St (discussed in the 9/18 minutes), and having a park around the stream. Re the Fire Station-- is it possible for the city to acquire the property behind the Fire Station (VIP tire 72-8) and expand the existing Fire Station in this direction?	10/30/2023 2:55 PM
2	I would vote for the mixed residential and commercial use if the property was going to be paying taxes in Lebanon. I am not in favor of the city becoming landlords.	10/26/2023 5:30 PM
3	A Bath & Body Works	10/20/2023 10:04 AM
4	Market Basket grocery store or Trader Joes	10/19/2023 5:34 PM
5	If there is an equally viable location for the Fire/Ambulance station I would prefer mixed use development	10/19/2023 2:17 PM
6	Mixed use, but try to ensure that the businesses on the street level serve the folks above, and the residential neighborhood of West Lebanon. And that they're walkable. Don't encourage any more cars to drive our roadways.	10/14/2023 1:30 PM
7	I'm prefer the first option above, but since this is the only place to put comments, I'm selecting this 'other' option. Re: the fire station, what about either down the hill toward the west. Maybe buy some property or swap property with one of the spaces there. Or over behind 4 Aces diner. Seems like there are some warehouses there that don't seem to be used. Also, for the	10/13/2023 8:59 PM

West Lebanon Revitalization Advisory Committee - 14, 28, and 30 Main Street Future Use Survey

purchased area on main street, I think it would be nice to have a pocket park that would allow people to be outside and have somewhat of a quiet space with some greenery. Could be used by residents of the housing and people shopping or waiting for the buses.

8	I know this may not be the most popular, but let me add an observation. Many middle class people (older like myself and husband) would like to move from our 4BR house in the country to someplace like West Leb . We want condos that are one floor, somewhat larger and more elegant than the housing developments that are being built in the UV. Having people with some disposable income in downtown West Leb would be one way to revitalize and support local businesses there.	10/12/2023 2:50 PM
9	I would like to see the city create a park-like space, with trees and stream, on some of this space. Church St W should be made a pedestrian-first street, with pedestrians given priority over its length and breadth. This pedestrian connectivity between the uphill neighborhood and Main St will encourage more foot traffic; will give folks a friendly outdoor gathering spot *on* Main St. Small-scale development on parts of the collective property (some of the Main St frontage) could be commercial, with some residential on the upper levels. Please, don't overbuild the site. the city has a unique opportunity to do this thing and to do it here. Private landowners will not be able to create a greenspace with a stream running through it, but the City can. Consider grant opportunities such as https://www.nfwf.org/programs/long-island-sound-futures-fund (this project could help water quality in the Ct River, which would in turn help water quality in long island sound, thus making it eligible for this funding source).	10/11/2023 6:21 PM
10	I would like to see a proposal that compromises. A new modern EMS building is a good idea, but following the move would open the existing EMS building parcel. Could we do both in a single development plan? Enriching the downtown and modernizing the infrastructure we rely on?	10/10/2023 11:49 AM
11	Would like to see some of it kept as green space. We do need a new home for the fire station. Could the committee see if there are other locations for the fire station (e.g. on the SAU seminary hill property)? If a new fire station home is found, then we could do a small-scale mixed use development -- not more than 3 stories -- on the lots. If no other fire station home, then maybe it should go there. Thank you for all your work on this.	10/9/2023 10:24 AM
12	Why can't we do both mixed use AND fire station if there are multiple properties?	10/8/2023 9:36 AM
13	Save money	10/8/2023 8:51 AM
14	Both! Can both be done over time? Presumably, if one or more of these parcels is used to relocate and update the Fire/Ambulance station, then the old station can be eventually used for Mixed Use Development. But, which is better? Using some/all/re-portioning the new parcels for a new F/A station? Or having a temporary station while the old building is being upgraded before making the mixed use buildings in the new lots? Where the current fire station is, is not residential on that side of the street. Across the street is more residential. It might be nicer for the community members currently close to the new parcels to NOT have a working F/A station on their side of the street. Also, parcel 30 and 28 could be combined leaving 14 separate? I am not comfortable blocking off the existing street if the F/A equipment is then restricted. The people on the new "dead end" would have less egress options with the street blocked off.	10/7/2023 8:55 PM
15	I would choose mixed use development, as long as the housing is affordable, and tenants have a legitimate voice in how the place where they live is managed.	10/6/2023 5:26 PM
16	Make the northeast part of 30 and all of 14 for residential. Make the bulk of 30 and all of 28 a small park connected by tunnel beneath Main St. to the Westboro Yard which would also be developed as a park. There is already too much traffic on Main St. to imagine increased retail or residential building facing the street.	10/6/2023 4:01 PM
17	I would like to see housing that is below market rate. I would like to see some green space preserved, perhaps on the closed road, or in the corner where there is already a tree. Since this is one of our more barren streets, I'd like to see the structures moved back from the road far enough to plant significant amounts of trees that won't be killed by snowplows. Retail space is fine.	10/6/2023 8:29 AM
18	Combine 28 and 30 to create the fire station, leave 30 and turn it into shops and housing	10/6/2023 7:05 AM
19	I would like to see these properties generating revenue for the tax base. We do not need anymore commercial properties taken out of the tax base. Lebanon is quickly becoming	10/6/2023 7:05 AM

West Lebanon Revitalization Advisory Committee - 14, 28, and 30 Main Street Future Use Survey

unaffordable for residential owners due to the heavy tax burden created by the lack of taxable commercial properties.

20	Leave it the way it is . The store there is very important to this community.	10/6/2023 5:36 AM
21	The Firehouse should relocate..but not in any of those locations you've mapped out...Are you seriously thinking that will be a better location? I would like to see them just down the road towards Hanover..where they can get out without a congestion of vehicles hindering them.My vote is to have more housing in those locations and small businesses..because really, without those small businesses, why would I even go to that part of Lebanon..which I have been doing for the last 40 years.Also, WHY would joining those properties have to close off Church street?? I see no need to make them physically join by cutting off that access....I have to ask...Where is your God Given Common sense in both these issues, the location of Firehouse and keeping small businesses alive, not to mention much needed housing.	10/5/2023 9:24 PM
22	I am very torn about the prospect of projects which will increase our property taxes since as seniors living on a fixed income, we have reached a point where we realize we can't stay in Lebanon if taxes rise precipitously. However, this project makes sense for many reasons, most important of which is public safety. Is it possible to build a new fire station without relying totally on property taxes? Can we scale back or eliminate some of the other proposals falling solely on taxpayers in Lebanon, which ought to be funded by allcommunities in the tri-town area? The proposed childcare center, homeless shelter, workforce housing and airport expansion all come to mind. Why are we and Hartford the only Upper Valley residents stepping up to meet these responsibilities? These are all good projects but they should not come at the cost of driving people of Lebanon from their homes.	10/5/2023 8:38 PM
23	Combine all three properties and create a park/public space with lawn, flower beds, trees and benches. West Lebanon Main Street needs something similar to Colburn Park in Lebanon. It will attract people who will spend a little more time in West Lebanon rather than simply drive through, or stop briefly to shop or visit the bank before driving away.	10/5/2023 7:06 PM
24	I was hoping you could use the #14 property for a new fire station and the other two properties for mixed use development. If we could do only one or the other, I believe the needs for first safety dictate going with the new station.	10/5/2023 3:05 PM
25	Retail only with small shops. Remove the access to 12-a on Main Street and create an alternate route after they come across the bridge from Vermont. We need a normal walking main street like other towns have. it shouldn't be a Thruway to 12 by the traffic is crazy, it has to be rerouted somehow so people feel comfortable walking down there with their families and going to some interesting shops that could be put in those buildings. Lebanon has the mall and the green with it shops. All we have is a paved road to 12a with a ton of traffic.	10/5/2023 12:42 PM
26	West Lebanon would benefit from a moderately sized building (NO higher than 4 or five stories please!!) that contains a good (in quality, but NOT fast food) restaurant on the ground floor--which under an experienced manager or owner would remain in business, and offer additional jobs to workers who have had to travel outside our city to work! The floors bove the restaurant could--provided there is at least one building elevator--house small shops, companies that cater to local and visiting people. The developer who would be hired MUST be local, or familiar with New Hampshire tons nd dsmall cities--NOT someone/some company whose only experience is from the Boston/Hartford, CT./NYC building environment, please! (I am a former multi-year member of the Lebanon, NH Pknning Committee, so take these comments seriously, please!)	10/5/2023 12:00 PM
27	Elder housing only if the city is taking g it off the tax rolls. We need trees and lights. It is ugly. We do not need the coat of a second large fire station- mutual aid should not allow other towns to forgo purchasing equipment at the cost of Lebanon tax payers.	10/5/2023 11:53 AM
28	I sounds like a great idea to use part of the property for the Fire Station, but do you need all 3 properties for that? could the rest be used for retail & residential What about the current fire station - will that be converted to retail/residential?	10/5/2023 11:41 AM
29	I am fine with mixed-use development (first choice above) as long as it is mostly used for businesses. West Lebanon needs more businesses, to bring people to Main Street to shop and/or eat in them.	10/5/2023 9:57 AM
30	We are in favor of moving the fire station to this location. However, the parking lot by the vaccuum store seems to be a parking lot for Shryls. What effect would moving the fire station	10/5/2023 9:36 AM

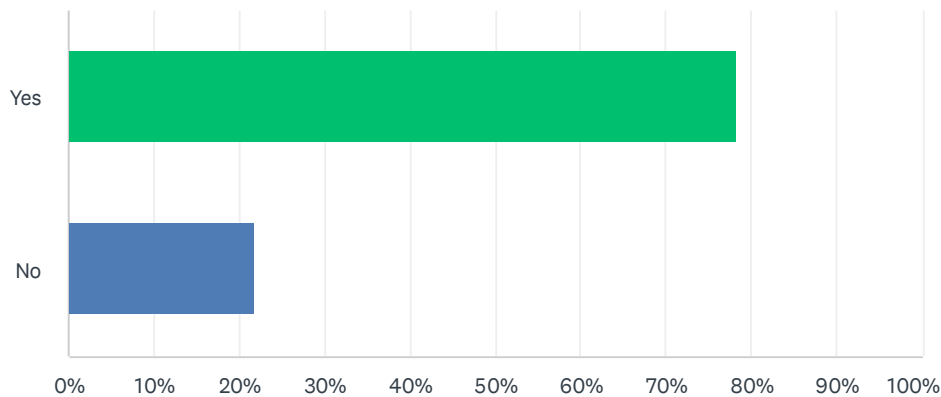
West Lebanon Revitalization Advisory Committee - 14, 28, and 30 Main Street Future Use Survey

to this location have on the early morning parking situation? We are in favor of anything that can be done to improve the appearance of Old West Lebanon.

31	Combine 28 and 30 to create a public open space park or common to give a focal point for the West Lebanon community. There are already ample commercial properties in the area. Use parcel 14 to ceate residential housing for seniors.	10/5/2023 8:57 AM
32	Both of these goals are desirable and possible. There is plenty of space for both projects if the old location of the fire station was redeveloped into mixed use also.	10/5/2023 8:48 AM
33	Actually, both of the above. The argument for new fire stations in Lebanon and West Lebanon seems convincing. Consider combining parcels 28 and 30 for a fire station (or would parcel 28 alone suffice?). Build mixed use on parcel 14.	10/5/2023 8:16 AM
34	Is it big enough for both? Smaller mixed use plus fire station? I'd like to see mixed use with restrictions - no more payday loans or auto parts stores.	10/5/2023 8:04 AM
35	I liked the mixed use development option but we need AFFORDABLE housing. The housing costs in this area are insane and forcing out a lot of people who would stay and enrich our community. If the city cant build more housing that is geared towards lower/middle incomes then our community will continue to struggle with poor service experiences at our hospitals, grocery stores, and elsewhere.	10/5/2023 7:39 AM
36	Park, coffee shop, small shops, or restaurants. To make it more a walkable livable town and not a drive through town	10/5/2023 7:39 AM
37	The fire station is better served not being on Main St. I grew up here and it is now a pass through route and too congested. I would love to see life brought back to West Lebanon and this would be a wonderful first step. Combining the parcels is appealing but traffic will be a huge issue. Allowing traffic to also enter/exit via Church st will help with the current congestion along Main St, rather than adding to it.	10/5/2023 7:11 AM
38	If you combine the properties as suggested below, would you be able to locate the fire department and some mixed-use development in that space? If you could, that would be something I could support.	10/4/2023 2:48 PM
39	How about some green space. West Leb is sorely lacking in it.	10/4/2023 2:26 PM
40	Public Safety proposal is great, but I would take advantage of one of these parking areas for the relocation of the bus stops in front of Kilton Library. The current situation with buses idling and lining up in main street is messy and uncomfortable. Maybe plan for a place for buses to get off traffic, facility transfers, enable more comfortable waiting for passengers, declutter Library entrance?	10/4/2023 1:46 PM
41	Mixed Use- residential above transit hub with some street level retail like a coffee shop. HIGH DENSITY please so more of us have an option to live in west leb near the bus lines! I would support consolidation of the lots across Church Street only if pedestrian access maintained.	10/4/2023 1:13 PM
42	I very much like the idea of housing above street level retail, making a more vibrant downtown West Lebanon but I'm aware of the need for a modernized fire station. If the fire station is moved to 28 & 30, what is being considered for the lot where the fire station currently is? Would that be a space appropriate for a new housing project? And is there the possibility of a major housing project going in at the church site on Maple Street that at one point was being considered for the fire station?	10/4/2023 12:39 PM

Q2 To improve the viability of any development project, would you support combining 14, 28, and 30 Main Street to create one contiguous parcel? (Please refer to the graphic above.) This choice could restrict or close access to Church Street West at the Main Street intersection and result in a dead end of Church Street West.

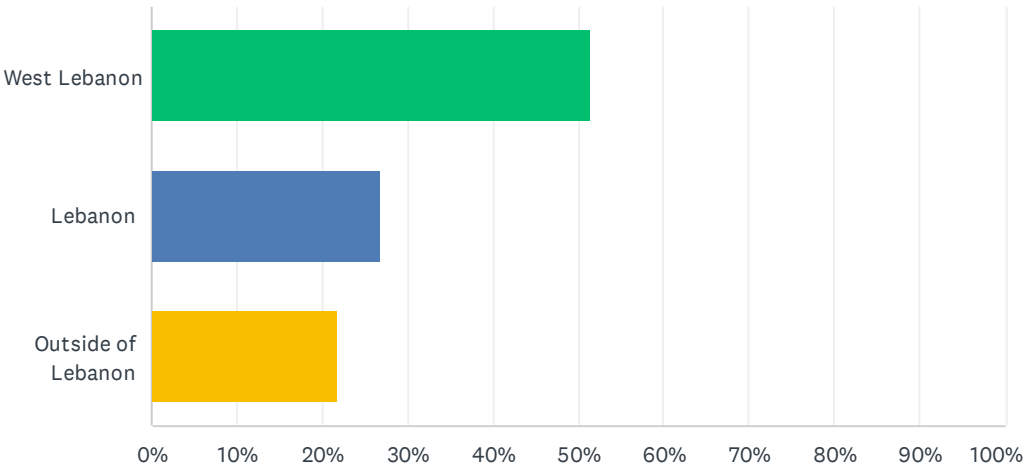
Answered: 350 Skipped: 0



ANSWER CHOICES		RESPONSES	
Yes		78.29%	274
No		21.71%	76
TOTAL			350

Q3 Please choose where you live.

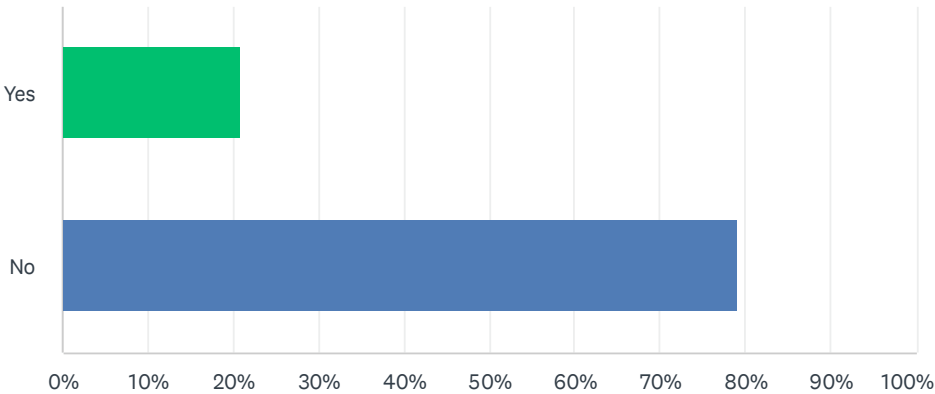
Answered: 350 Skipped: 0



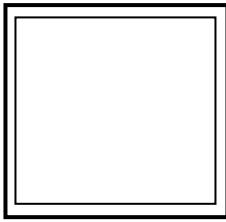
ANSWER CHOICES		RESPONSES
West Lebanon		51.43%180
Lebanon		26.86%94
Outside of Lebanon		21.71%76
TOTAL		350

Q4 Do you own or work at a business in West Lebanon?

Answered: 350 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	20.86%	73
No	79.14%	277
TOTAL		350



CITY OF LEBANON ~ PLANNING & DEVELOPMENT

West Lebanon Revitalization Advisory Committee Final Decision on Recommendation to City Council on Redevelopment of 14, 28 and 30 Main Street December 4, 2023 Regular Meeting

Motion made by: Andrew Faunce

Upon the request of the Lebanon City Council the West Lebanon Revitalization Advisory Committee was charged with exploring options for making recommendations and seeking the community's input on the properties at 14, 28 and 30 Main Street in West Lebanon concerning the disposition of said properties based upon West Lebanon community's preferences.

Therefore, based on testimony given, materials presented, community feedback, a neighborhood survey and supporting documents submitted, I move that the West Lebanon Revitalization Advisory Committee approve the following recommendations for City Council's Consideration concerning the future disposition of 14, 28 and 30 Main Street:

1. The subject properties should be converted into a mixed-use building, including commercial uses occupying the 1st floor and residential units occupying the upper floors.
 - a. To help achieve a walkable and more sociable downtown, street-level storefronts should create outdoor space for informal gatherings. This could be achieved by an overhang or a greater setback at street level, with the upper floors extending to create a contiguous weather protected street adjacent space. Parking should be included as well.
 - b. Commercial offerings that support residents and attract others to visit and spend time in town - for example one or more eateries to offer service across the day are preferred to "hit and run" retail opportunities.
 - c. Given the lack of redevelopment on Main Street recently, it may be necessary for the City to subsidize the project in some way (sell property at reduced price, favorable lease terms etc) to bring these goals to fruition.
2. That 28 and 30 Main Street should be unified into one parcel.
3. Dependent upon viability of the project it may be appropriate to abandon the Church Street public right of way and add 14 Main Street to the other merged lots. This would create a contiguous connected street frontage on Main Street and make Church Street dead end on the property's east side. Alternatively, consideration could be given to developing over the public right of way to support maximum residential uses and to either preserve the full right of way or sustain pedestrian access to Main St while creating additional (rentable) outdoor social space.
4. If possible, the intermittent stream to the rear of the properties should be designed in such a way as to maximize daylighting for the stream and to create a positive environmental impact.

5. If possible, the rear area of 30 Main Street should be designed in such a way to include a recreational pocket park area for area residents to enjoy.
6. Recommend that the Lebanon City Council begin the RFP process. The RFP should give priority to projects that meet the criteria in bullet point numbers one, three, four and five. If these items are not practically or economically feasible, developers should indicate what concessions the City might offer to make their project(s) viable.
7. Recommend that the West Lebanon Revitalization Advisory Committee be kept apprised of the RFP process and that it be given the opportunity to review and comment on RFP responses, as appropriate.
8. Recommend that the City Council assign the RFP process to the appropriate staff members, with the goal of a release date not later than February 1, 2024.

Motion seconded by: James Mashal

Vote: Unanimous (7-0)

1
2 **Roll Call Vote:**

3 *Assistant Mayor Below, and Councilors Heistad, , Simon, Sykes, Whittlesey, Wilkie, Zook and Mayor*
4 *McNamara all voting Yea.*

5 *None voted Nay.*

6 *Absent from vote: Councilor Liot Hill.*

7
8 **The Vote on the Motion was approved (8-0)*
9

10 **H. Review and Discussion of the West Lebanon Revitalization Advisory Committee's**
11 **Recommendation for Redevelopment of 14, 28, and 30 Main Street, West Lebanon**
12

13 Included in the agenda packet: *(All supportive documents and information can be found on Pages 78-*
14 *87, Council agenda packet)*

- 15 1. West Lebanon Revitalization Advisory Committee's Final Decision on Recommendation to
16 City Council on Redevelopment of 14, 28, and 30 Main Street, December 4, 2023
17 2. Results of Future Use Survey for 14, 28, and 30 Main Street conducted by West Lebanon
18 Revitalization Advisory Committee
19

20 Councilor Simon reviewed the background and the reasons behind the West Lebanon Revitalization
21 Advisory Committee's recommendation as stated above
22

23 **BACKGROUND**

24 On May 31, 2023, the City completed the acquisition of properties located at 14, 28, and 30 Main Street
25 in West Lebanon. Subsequently, the City Council asked the West Lebanon Revitalization Advisory
26 Committee (WLRAC) to lead a process of engaging the community to determine the preferred disposition
27 and redevelopment of the properties.
28

29 WLRAC discussed the issue at numerous committee meetings during the Summer and Fall of 2023. In
30 addition, WLRAC conducted an online survey to obtain community feedback concerning potential
31 redevelopment scenarios. The survey results from 350 respondents are included as an attachment.
32

33 On December 4, 2023, WLRAC adopted the attached motion below, which Councilor Simon read into the
34 record, summarizing its recommendations to the City Council on the redevelopment of the Main Street
35 properties. Members of the West Lebanon Revitalization Advisory Committee and the Planning and
36 Development Department were present at the Council meeting to review and discuss the process and
37 resulting recommendations.
38

39 Councilor Simon read into the record the WLRAC Final Decision on their recommendations to the Council
40 as listed below:

**West Lebanon Revitalization Advisory Committee
Final Decision on Recommendation to City Council on
Redevelopment of 14, 28 and 30 Main Street
December 4, 2023 Regular Meeting**

Motion made by: Andrew Faunce

Upon the request of the Lebanon City Council the West Lebanon Revitalization Advisory Committee was charged with exploring options for making recommendations and seeking the community's input on the properties at 14, 28 and 30 Main Street in West Lebanon concerning the disposition of said properties based upon West Lebanon community's preferences.

Therefore, based on testimony given, materials presented, community feedback, a neighborhood survey and supporting documents submitted, I move that the West Lebanon Revitalization Advisory Committee approve the following recommendations for City Council's Consideration concerning the future disposition of 14, 28 and 30 Main Street:

1. The subject properties should be converted into a mixed-use building, including commercial uses occupying the 1st floor and residential units occupying the upper floors.
 - a. To help achieve a walkable and more sociable downtown, street-level storefronts should create outdoor space for informal gatherings. This could be achieved by an overhang or a greater setback at street level, with the upper floors extending to create a contiguous weather protected street adjacent space. Parking should be included as well.
 - b. Commercial offerings that support residents and attract others to visit and spend time in town - for example one or more eateries to offer service across the day are preferred to "hit and run" retail opportunities.
 - c. Given the lack of redevelopment on Main Street recently, it may be necessary for the City to subsidize the project in some way (sell property at reduced price, favorable lease terms etc) to bring these goals to fruition.
2. That 28 and 30 Main Street should be unified into one parcel.
3. Dependent upon viability of the project it may be appropriate to abandon the Church Street public right of way and add 14 Main Street to the other merged lots. This would create a contiguous connected street frontage on Main Street and make Church Street dead end on the property's east side. Alternatively, consideration could be given to developing over the public right of way to support maximum residential uses and to either preserve the full right of way or sustain pedestrian access to Main St while creating additional (rentable) outdoor social space.
4. If possible, the intermittent stream to the rear of the properties should be designed in such a way as to maximize daylighting for the stream and to create a positive environmental impact.

DRAFT MOTION

West Lebanon Revitalization Advisory Committee
Council Recommendation
14, 28 and 30 Main Street
Page 2 of 2

5. If possible, the rear area of 30 Main Street should be designed in such a way to include a recreational pocket park area for area residents to enjoy.
6. Recommend that the Lebanon City Council begin the RFP process. The RFP should give priority to projects that meet the criteria in bullet point numbers one, three, four and five. If these items are not practically or economically feasible, developers should indicate what concessions the City might offer to make their project(s) viable.
7. Recommend that the West Lebanon Revitalization Advisory Committee be kept apprised of the RFP process and that it be given the opportunity to review and comment on RFP responses, as appropriate.
8. Recommend that the City Council assign the RFP process to the appropriate staff members, with the goal of a release date not later than February 1, 2024.

Motion seconded by: James Mashal

Vote: Unanimous (7-0)

1 **Council Discussions:**

2
3 Mayor McNamara was encouraged by the number of respondents to the questionnaire noting these would
4 help the Council with an evaluation of any proposals that are submitted.

5
6 Councilor Simon noted that if you removed the respondents that were not residents in West Lebanon, the
7 number wanting to see a Fire Station in West Lebanon rose by about 8-10% on the graph. This was a
8 higher number for the folks in West Lebanon wanting to see a Fire Station built along Main Street.

9
10 Assistant Mayor Below spoke about his reasons why he felt there could be both a Fire Station and a
11 significant mixed-use development on the site (i.e., a drive through, 3-bay garage to the street on the
12 southern end of the lot, and still go up (build) 3-4 stories /55ft.). He knows the City does not have the
13 capacity to finance a new Fire Station in West Lebanon for quite a while but thought that when we are
14 looking at West Lebanon, in terms of emergency response, this is the right vicinity to have an optimal
15 fire/ambulance response time and further explained his reasons. He questioned if the RFP could include
16 (as an alternate) having someone build and finance the Fire Station then have the City rent it and further
17 explained his reasons on how this could be done.

18
19 Councilor Simon noted the Committee looked at this when they were having discussions, but wanted to
20 go with what the majority of respondents were looking for and also did not want to overload themselves
21 beyond what they were charged to do and further explained his reasons.

22
23 Councilor Sykes spoke about his concerns: 1) The challenge of trying to find a location for the Fire
24 Station, and 2) Firefighters who will have a secondary living situation as compared to the new Fire
25 Station situation (i.e., a Fire Station that has serious problems), noting the impetuosity of trying to look out
26 for the safety of the firefighters who give so much.

27
28 Councilor Wilkie spoke about his reasons for including some below market rate residential housing to the
29 RFP, perhaps even having this as a priority.

30
31 Councilor Whittlesey concurred, noting the statement could read: Additional consideration will be
32 provided to proposals that will include below market rate housing and further explained his reasons.

33
34 **Mr. Dan Nash (W-1 and Economic Development Committee-EDC)** came forth and spoke about how the
35 West Lebanon Fire Station could be constructed to accommodate mixed-use/or housing and other
36 suggestions for Front Street.

37
38 City Manager Mulholland wanted the Council to be very careful with changing the way the Motion from
39 the WLRAC is written right now. It is the way it should be written and nothing more should be added
40 (i.e., nothing about a Fire Station/workforce housing/below market rate housing). If the Council wants to
41 add these things, they have to be included in the Council's motion.

42
43 Councilor Sykes spoke about his reasons why he did not feel this RFP needed to be rushed and was
44 reluctant to wordsmith a motion.

1 Mayor McNamara noted the WLRAC has done a tremendous amount of work and came up with some
2 things that are very clear. He would like the City to hold onto this for as short a period of time as
3 possible.

4
5 Councilor Simon noted the WLRAC was asked to do this in a very short turnaround time. He reiterated
6 again that they did discuss some of these topics, but they decided to keep the RFP (as presented) and
7 spoke about his reasons why he felt the Council should take action on this tonight, noting if there is
8 enough interested in adding on what Assistant Mayor Below or Councilor Wilkie suggested this could be
9 done relatively easily. If this gets kicked backed to the Committee, he felt they would be very
10 disappointed and upset.

11
12 The Council continued their discussions regarding the mixed use suggestion; having a walkable West
13 Lebanon; having the RFPs remain open; how “perfect is the enemy of the good,” and this RFP is good
14 and does not need to be perfect for the Council to move forward; and the suggestion that the RFP be
15 modeled after Spencer Street to give additional points to those proposals that incorporate workforce
16 housing.

17
18 **ACTION (1):**

19 *Assistant Mayor Below MOVED that the Lebanon City Council hereby authorizes and directs the City*
20 *Manager to prepare and advertise a Request For Proposals (RFP) for the redevelopment of city- owned*
21 *properties located at 14, 28, and 30 Main Street, West Lebanon, incorporating the recommendations of*
22 *the West Lebanon Revitalization Advisory Committee as set forth in the January 17, 2024 City Council*
23 *Agenda Packet, with options for incorporating the replacement West Lebanon Fire Station into a mixed-*
24 *use project and consideration of workforce housing as an option or an optional factor with a goal of*
25 *advertising the RFP by March 1, 2024.*

26
27 Assistant Mayor Below noted he shifted the date because it would take more time to think about the RFP
28 that includes workforce housing and/or a proposal that might incorporate a replaced Fire Station into a
29 mixed-use project, which would include a description of what that need might look like, noting this may
30 not be a good time for a developer(s) proposal and further explained his reasoning. However, if we do not
31 put the Fire Station on the table, we will not see any proposals that suggest that.

32
33 ***Seconded by Councilor Sykes.***

34
35 City Manager Mulholland spoke about his concerns noting he would not be able to come up with a plan/
36 design for a West Lebanon Fire Station; or what developers would expect from him; etc. For the record,
37 he did not support this motion.

38
39 The Council continued their discussions and spoke about the pros/cons and their reasons for either
40 supporting or not supporting this motion. In summary, their discussions included: The complexity of
41 adding the West Lebanon Fire Station and/or below market housing to the proposed RFP; the difference
42 between incentivizing vs. asking for a Fire Station and what would happen if there is a proposal for a Fire
43 Station that does not meet the needs of the City; how workforce housing could take a number of forms
44 and become very complicated; tweaking the language in the RFP that would allow the City to have a
45 space to develop a Fire Station that would meet West Lebanon’s needs; the difficulties in determining
46 how much space should be set aside for the Fire Station and/or future development by the City; seeing
47 this site redeveloped in the short term and then deal with the West Lebanon Fire Station issue at another

1 site in the future; how the potential for a limited access road between Sachem Village and the DHMC
2 access road would significantly impact a decision on where a West Lebanon Fire Station would go;
3 leaving workforce housing out of the RFP but giving extra credit to developers who consider workforce
4 housing. *(NOTE: Details of the Councils discussions and a transcript can be found on the City's*
5 *website for January 17, 2024.)*
6

7 Assistant Mayor Below noted he wanted to amend his previous Motion's date to September 1, 2024.
8

9 City Manager Mulholland wanted to make it very clear for the record that this change would cause the
10 taxpayers money.
11

12 Councilor Simon suggested the Council stick with the original motion as suggested by the WLRAC.
13

14 **ACTION (2):**

15 *Assistant Mayor Below MOVED that the Lebanon City Council hereby authorizes and directs the City*
16 *Manager to prepare and advertise a Request For Proposals (RFP) for the redevelopment of city- owned*
17 *properties located at 14, 28, and 30 Main Street, West Lebanon, incorporating the recommendations of*
18 *the West Lebanon Revitalization Advisory Committee as set forth in the January 17, 2024 City Council*
19 *Agenda Packet, with conditional options for consideration of incorporating a replacement West Lebanon*
20 *Fire Station and/or consideration of incorporation consideration of workforce housing with a goal of*
21 *advertising the RFP by ~~March 1,~~ September 1, 2024.*

22 *Seconded by Councilor Sykes.*
23

24 **Roll Call Vote:**

25 *Voting Yea: Assistant Mayor Below, and Councilor Sykes*

26 *Voting Nay: Whittlesey, Zook, Simon, Heistad, Wilkie, and Mayor McNamara*

27 *Absent from vote: Councilor Liot Hill.*
28

29 **The Vote on the Motion FAILED (2-6).*
30

31 Councilor Whittlesey spoke about his reasons for supporting the original motion with the additional
32 option on the workforce housing and took the following action:
33

34 **ACTION (3):**

35 *Councilor Whittlesey MOVED that the Lebanon City Council hereby authorizes and directs the City*
36 *Manager to prepare and advertise a Request For Proposals (RFP) for the redevelopment of city- owned*
37 *properties located at 14, 28, and 30 Main Street, West Lebanon, incorporating the recommendations of*
38 *the West Lebanon Revitalization Advisory Committee as set forth in the January 17, 2024 City Council*
39 *Agenda Packet, with additional optional consideration for workforce housing included in the RFP with*
40 *a goal of advertising the RFP by March 1, 2024.*

41 *Seconded by Councilor Wilkie.*
42

43 **Roll Call Vote:**

44 *Voting Yay: Assistant Mayor Below, and Councilors Heistad, Simon, Sykes, Whittlesey, Wilkie, Zook*
45 *and Mayor McNamara*

46 *None voted Nay.*

47 *Absent from vote: Councilors Liot Hill.*
48



No qualified responses received to the Request for Proposals



CLOSED

Other

West Lebanon Main Street Properties Redevelopment Project

Request For Proposal

City Manager's Office

Close Date: 7/17/2024

Project ID: 2024-RFx-009

Release Date: Friday, March 1, 2024

Due Date: Friday, June 28, 2024 5:00pm

Posted Friday, March 1, 2024 1:00pm

Bid Unsealed Saturday, June 29, 2024 11:28am by David Brooks

Pricing Unsealed Monday, July 1, 2024 6:57am by Shaun Mulholland

All dates & times in Eastern Time

Edit Preview

Post Information

Posted At:

Fri, Mar 1, 2024 1:00 PM

Sealed Bid Process:

Yes (Bids Unsealed / Pricing Unsealed)

Private Bid:

No

1. Introduction

The City of Lebanon reserves the right to reject any and all Bids and to waive any irregularity in Bidding. The successful Bidder will be required to furnish the necessary Bonds and Insurance Certificates. The City will award this project based on the City's discretion and may or may not include any or all bid alternatives. All work included in this bid is dependent upon the bid amounts and available funding. Actual quantities are subject to change and will be based upon actual field measurements taken during construction.

1.1. Summary

The City of Lebanon, New Hampshire is interested in identifying a qualified and capable developer to propose and complete the redevelopment and revitalization of City-owned parcels located at 14, 28, and 30 Main Street (hereinafter "the Main Street Properties" or "the Redevelopment Site") within the West Lebanon Village core. The redevelopment of this site could include mixed-use development of multiple stories of sufficient architectural character and quality to support the City's Master Plan goals for high-performing facilities, to contribute taxable value, to add vitality and vibrancy to Main Street, and to be compatible with the appearance of surrounding West Lebanon Village buildings.



1.2. Background

The Redevelopment Site is comprised of three separate parcels totaling +/-1.04 acres. It is anticipated that the contiguous parcels at 28 and 30 Main Street will be merged into a single parcel for redevelopment. In addition, the City is open to considering the closure and discontinuance of a portion of Church Street West to create a larger (+/-1.1 acres) and fully-contiguous site in order to facilitate better redevelopment proposals. The Redevelopment Site is located along Main Street in West Lebanon Village, which is also home to a variety of restaurants, retail stores, offices, and the Kilton Library, as well as multi-family residential uses. The site is within approximately 10 minutes of Dartmouth Health Medical Center, Dartmouth College, major technology and manufacturing employers, and regional shopping districts.

The City of Lebanon proposes the sale of the Redevelopment Site, or a portion thereof, to a developer or development team for the express purpose of having the site redeveloped with mixed uses, to include ground-floor retail/commercial with upper story residential units, with on-site parking, subject to the guidelines outlined in this proposal. Alternatively, the City would consider entering into a public/private partnership where the developer works in concert with the City to address and resolve site-related issues and permitting in order to achieve a successful redevelopment outcome. The City may also consider other financial scenarios proposed by potential developers that would be judged on the basis of their ability to: realize the Vision and Development Objectives outlined herein; further the outcomes and goals of the City's 2012 Master Plan and 2020 West Lebanon Village Charrette reports; conform to the City's zoning ordinance and development regulations; accomplish the objectives of the 2023 Strategic Plan; and achieve the best result for West Lebanon Village and the City of Lebanon as a whole.

Upon the successful completion of the redevelopment of the Main Street Properties, the City may be open to partnering with the successful developer on additional opportunities within the City.



1.3. Contact Information

Project Contact:**David Brooks**

Deputy City Manager

51 N. Park St

Lebanon, NH 03766

Email: david.brooks@lebanonnh.govPhone: [\(603\) 448-1457](tel:(603)448-1457) Ext: 6134**Procurement Contact:****David Brooks**

Deputy City Manager

51 N. Park St

Lebanon, NH 03766

Email: david.brooks@lebanonnh.govPhone: [\(603\) 448-1457](tel:(603)448-1457) Ext: 6134**Department:**

City Manager's Office

Department Head:

Shaun Mulholland

City Manager

1.4. Timeline

Release Project Date:

March 1, 2024

Question Submission Deadline:

April 26, 2024, 5:00pm

Question Response Deadline:

May 17, 2024, 5:00pm

Proposal Submission Deadline:

June 28, 2024, 5:00pm

Contractor Selection Date:

On or about August 1, 2024

Bid Opening:

July 1, 2024, 9:00am

Substantial Completion:

November 1, 2026

Final Completion and Acceptance:

April 1, 2027

2. Instructions

2.1. Guidelines

All Bids must be submitted through the City of Lebanon eProcurement Portal located at LebanonNH.gov/Bids. The "Bid Proposal" should give a unit price in figures for each item which will yield a total price for each item and must be entered by a company representative authorized to commit the company.

It is the policy of the CITY that Contracts be awarded only to responsible CONTRACTORS. In order to qualify as responsible, a prospective CONTRACTOR must meet the following standards as they relate to this request:

- Have adequate financial resources for performance, or have the ability to obtain such resources, as required during performance;
- Have the necessary experience, organization, technical and professional qualifications, skills, equipment, and facilities;
- Be able to comply with the proposed or required time of completion or performance schedule;
- Have a satisfactory record of performance and documented successful completion of similar projects.

2.2. Contract Documents and Definitions

The Contract Documents that will form the Contract are as defined in the General Conditions. Bidders must examine each of the Contract Documents, visit the location of the work, and inform themselves of the difficulties attending the execution of the work prior to the submission of their Proposals. The successful Contractor shall give attention to the definitions included in the Contract Documents.

3. Scope of Work

3.1. Vision and Development Objectives

Chapter 4 of the 2012 Master Plan focuses on the West Lebanon Central Business District. The principal outcome of the Master Plan chapter is to “promote revitalization of the West Lebanon CBD to improve the viability of its businesses and vitality of the surrounding community.”

In an effort to implement the Master Plan and achieve the desired outcome, the City has undertaken a number of initiatives over the last several years. In October 2019, the City hosted a two-day Visioning Charrette to explore how Main Street and the surrounding area could be enriched through multi-modal, placemaking, and economic development enhancements. The resulting report, issued in April 2020, identified a number of short-, mid-, and long-term actions for budgeting, department work plans, and other implementation mechanisms in order to equip the City with a method of realizing an exceptional environment in West Lebanon for future generations. In January 2022, the West Lebanon Revitalization Advisory Committee (WLRAC) released a summary list of Priorities and Recommendations for the City Council as well as a final report entitled “Action Plan for West Leb”, which provides a more holistic look at what the Committee advocated for West Lebanon.

Among the recommendations of the Visioning Charrette report was to create a more appealing environment along Main Street through streetscape improvements, including street trees, sitting areas, wider sidewalks, and accessibility improvements. In 2023, the City Council approved the West Lebanon Main Street Improvements project, which includes \$2.3 million in federal funding secured by Congresswoman Kuster on behalf of the City. The Main Street Improvements project is in final design and is anticipated to be completed in 2025.

In May 2023, the City completed the acquisition of the Main Street Properties in order to help facilitate their redevelopment. The City Council subsequently asked the West Lebanon Revitalization Advisory Committee to lead a process of engaging the community to determine the preferred disposition and redevelopment of the properties. Through extensive discussions, informed by community input and survey responses, WLRAC prepared a recommendation to the City Council advocating for the Main Street Properties to be redeveloped into a mixed-use building, including commercial uses occupying the first floor and residential units occupying the upper floors.

The City is seeking a developer for the site who will create a place that residents and visitors can enjoy and one which supports West Lebanon Village by creating an attractive, vibrant focal point of the community in furtherance of the vision expressed by the community. This development should reflect the overall character of West Lebanon Village, as well as enhancing the vibrancy of Main Street. It is anticipated that the contiguous parcels at 28 and 30 Main Street will be merged into a single parcel for redevelopment. In addition, the City is open to considering the closure and discontinuance of a portion of Church Street West to create a larger and fully-contiguous site in order to facilitate better redevelopment proposals.

The redevelopment should demonstrate a commitment to sustainable and green building practices consistent with [Lebanon's Principles for Sustainability](#), the goals of the [Energy Chapter of the Master Plan](#), and the [City's support for the Paris Climate Agreement](#). The ideal developer will demonstrate state-of-the-art, cost-effective, high-performance energy efficiency, and use of on-site renewable energy in a largely market-based development.

It is the City's objective to enter into a “Purchase and Sales/Development Agreement” with the qualified and reputable developer that submits the most appropriate proposal for redeveloping this important site. The successful proposal will feature the following components:

3.2. Land Uses

The City is interested in mixed-use development for the Redevelopment Site consisting of ground-floor retail/commercial space with upper story residential units.

- Ground-floor or street-level commercial uses that support residents and attract others to visit and spend time in West Lebanon are preferred, including but not limited to: restaurants, retail, commercial services, office, medical, and/or arts/cultural uses. Upper-story residential units may be ownership or rental housing.
- While rental or sales prices are anticipated to be mostly market rate, incorporation of affordable, workforce housing is highly desirable and, in exchange for a commitment to providing a number of units as affordable workforce housing, the City may consider a discount on the sale price of the land.

3.3. Building Design

Interested developers should provide conceptual site plans and building renderings and/or models for their project. Developers are advised that the City is most interested in projects that will include architectural designs compatible with existing West Lebanon Village buildings, including modern or contemporary architectural designs that are contextually appropriate with attractive perimeter landscaping and site integration with the planned streetscape improvements along the property frontage. To help achieve a walkable and more sociable Main Street, building designs that allow street-level storefronts to create outdoor space for sidewalk seating and other informal gatherings are desired. Proposed projects should comply with the following guidelines:

- a) Multi-story construction (3 to 4 stories) measured from average surrounding grade.
- b) Development of one or more new buildings on the site should align with and be located near the Main Street frontage and should tie in with planned roadway, sidewalk, and streetscape improvements contemplated by the City.
- c) The building(s) should utilize high-quality, durable materials and appropriate design details to complement the character of the surrounding neighborhood.
- d) The development should demonstrate a high level of energy efficiency and sustainable building practices, including minimizing fossil fuel use and maximizing renewable energy use to the extent economically feasible, and integrating Low Impact Development (LID) techniques to the maximum extent feasible. This can be demonstrated by a commitment to above-code performance through proposed conformity with one or more of the following (or comparable) voluntary standards:
 - [2021 International Energy Conservation Code \(2021-IECC\)](#),
 - [2021 International Green Construction Code \(2021-IgCC\)](#),
 - [LEED \(Leadership in Energy and Environmental Design\) standards](#),
 - [EPA Energy Star Certification](#) with [Indoor airPLUS qualification](#),
 - [US DOE Zero Energy Ready Home Program](#), or
 - [PHIUS+ 2021: Passive Building Standard -- North America](#).
- e) Parking for vehicles and bicycles sufficient for the proposed development should be provided on-site, to the extent feasible.
- f) Universal design for interior and exterior facilities should be integrated to the extent feasible.
- g) The development should provide opportunities for the incorporation or display of public art.
- h) The development should incorporate options for recreational areas for residents to enjoy and provide positive environmental impacts, where possible, in connection with the treatment of the stream/drainage at the rear of the properties.

3.4. Community Economic Benefits

The City is highly interested in development concepts which will:

- a) Provide a good mix of market-rate and affordable, workforce housing that helps address the regional housing shortage.
- b) Create vitality and vibrancy along Main Street and in West Lebanon Village and serve as a catalyst for redevelopment of surrounding properties.
- c) Expand the City's tax base.
- d) Demonstrate state-of-the-art, cost-effective, energy efficient, and sustainable building performance, including the use of renewable energy to meet some or all energy needs.

Further information and details about the City of Lebanon, in general, and the Main Street Properties, in particular, are provided in the attached Appendices. In addition, the following documents and resources are specifically referenced for review by potential respondents to this Request for Proposals (RFP). Developers seeking to respond to the RFP will be expected to familiarize themselves with the City of Lebanon's 2012 Master Plan; the 2020 West Lebanon Village Charrette Report; and the 2023 Strategic Plan as listed below.

3.5. Additional Information and Resources

- Property Survey – 14 and 28 Main Street: "Plan of Land Owned by Chiplin Enterprises, Inc., Main Street and Church Street, West Lebanon, New Hampshire", prepared by Wayne McCutcheon Associates, Inc., dated October 8, 2011, Project No. 1516011. (see [Attachments](#) Section)
- Property Survey – 30 Main Street: "Subdivision Plan for Chiplin Enterprises, Inc., Main Street, West Lebanon, Grafton County, New Hampshire", prepared by Pathways Consulting, LLC, dated November 14, 2005, Project No. 10564-01, recorded in the Grafton County Registry of Deeds on March 6, 2006 as Plan #12207. (see [Attachments](#) Section)
- [Lebanon 2012 Master Plan](#)
 - [West Lebanon Central Business District Chapter](#)
 - [Economic Development Chapter](#)

- [Housing Chapter](#)
- [Energy Chapter](#)
- [Lebanon Zoning Ordinance](#)
- [2020 West Lebanon Village Visioning Charrette](#)
 - [Full Report](#)
- [West Lebanon Revitalization Advisory Committee](#)
 - [Priorities & Recommendations for West Lebanon](#)
 - [Action Plan for West Leb](#)
 - [Recommendation for Redevelopment of 14, 28, and 30 Main Street, West Lebanon](#)
- [Lebanon 2023 Strategic Plan](#)
- Hazardous Building Materials Survey, 14, 28 and 30 Main Street, prepared by Credere Associates, LLC, dated May 11, 2023 (see [Attachments](#) Section)
- [West Lebanon Main Street Improvements, Concept Plan Alt B, June 1, 2022](#)
- [Community Revitalization Tax Relief Incentive Program \(NH RSA 79-E\)](#)
- [Economic Revitalization Zone](#)
- [PHIUS+ Is Within Reach, Commercial Resource Center PHIUS](#)
- [April 21, 2022 City Council Housing Resolution](#)

3.6. Submission Requirements

Developers responding to this RFP are required to submit detailed information as set forth in this section. Additional materials and information may also be included in the submission package as deemed appropriate by the respondent.

Proposals must be received no later than **5:00 PM on June 28, 2024** to be eligible for consideration. Proposals must be submitted through the City's OpenGov Bid Portal.

All materials submitted in response to this RFP become the property of the City of Lebanon and may be used as the City of Lebanon deems appropriate. All submittals will be subject to the applicable provisions of NH RSA 91-A.

Respondents should carefully follow the format and instructions outlined below. Proposals must contain the information and documents described below and the completed documents must be signed. Proposals which do not include the following items may, at the discretion of the City, be deemed non-responsive and may not be considered. The Proposal shall be written in sufficient detail to permit the City to conduct a meaningful evaluation of the proposed project.

The Proposal must include the following information:

1) [Cover Page](#).

The cover page should include the following information:

- a) Title of RFP
- b) Respondent/Name of Firm(s)
- c) Business Address
- d) Business Phone
- f) Web page and email addresses
- g) Primary Contact Person and contact information

2) [Table of Contents](#).

The Table of Contents should outline the major areas of the proposal. All pages of the proposal, including the enclosures, should be clearly numbered and labeled and correspond to the Table of Contents.

3) [Development Team and Organization](#).

State the members of the development team, including the developer (including principals and any joint venture partners), management company, architect, landscape architect, engineers, legal, marketing, financial partner(s) (if any), and other members key to development or operation of this project. Outline the roles and organization of the team.

4) [Development Plan](#).

- a) Proposed development program information for the entire project and by phase, major use component, and building/site, as appropriate:
 - i) For total project and, if applicable, for each phase and use:
 - Gross and net square feet of non-residential space
 - Number, type, and average size of residential units (e.g. studio, 1 BR, etc.)
 - Parking supply (on-site or off-site)
 - ii) Other information for the above or other uses, as appropriate, to fully describe them
- b) Public improvements (e.g. sidewalk connections and streetscape improvements, etc.) proposed for project in terms of:
 - i) nature/description (e.g. components, amenities, square footage, seating, public art, etc.)
 - ii) phasing
 - iii) capital cost (hard and soft)
 - iv) maintenance and management costs
 - v) responsibility for funding capital costs, maintenance, management, and programming
 - vi) basis for cost estimates
- c) State whether the proposed project is confined to the property offered by the City or if it utilizes additional property. If the latter, specify the level of commitment of such additional property to be included in the Respondent's project and provide evidence of such commitment. If the proposed project may include additional property, but such property has not yet come under the Respondent's control, indicate the status of acquisition efforts, and, in the appropriate sections below, the impact on program, design, phasing, and proposed terms that acquisition of such additional property would have on the project.

5) Conceptual Design.

- a) A design narrative which describes:
 - i) the physical attributes of the project.
 - ii) the goals of the proposed design and development mix and how the various elements work to achieve those goals.
 - iii) energy efficiency and sustainable design features, including any low impact development techniques, proposed renewable energy systems, and targeted level of energy efficiency, which can be expressed as a target to equal or exceed or as a range within which the project is expected to perform as measured by site and source kBTU/sq.ft./yr., Energy Star score for new construction, LEED certification level, and/or other proposed metrics.
 - iv) characterization of design style, quality level, or other information that would give the City a better understanding of the character of the buildings, public improvements, and project as a whole.
 - v) the approach and level of commitment to involving the public in the design process.
- b) A set of conceptual level design graphics (in 8½" x 11" form in the body of the proposal document), which communicate the following:
 - i) an overall site diagram which depicts the location and mix of uses, including a table which identifies the net and gross square foot area of each non-residential use area, and the number, type, and average size of residential units by building and/or floor level.
 - ii) development site plan which highlights the key design elements and proposed site layout.
 - iii) not less than one overall cross section of the site, which illustrates how the development relates to abutting parcels/uses.

6) Project Schedule.

Submit an estimated schedule for project implementation depicting milestones for the full project, from commencement through occupancy of the final phase. Schedule should be presented in a graphic format, allowing understanding of any cause and effect relationships between major elements.

7) Environmental / Public Approvals Plan.

Outline the major elements of the environmental and public approvals process (including agencies and approvals anticipated to be required) for the project and the key issues and time frames involved. Time frames should be incorporated in the Project Schedule.

The plan should address environmental remediation issues. Note, the City is open to considering a public/private partnership in which the developer works with the City to address and resolve site-related issues and permitting to achieve a successful outcome.

8) Public Funding Plan.

Identify any public funding, other than from the City, that might be sought for the project and your assessment of likelihood, amount, and timing of receiving those funds. Describe any actions the City, or other public body, needs to take to assist in acquiring the sought-after funding. Identify in your financial proposal whether any such funding is assumed and the implications if it is or is not secured.

9) Description of the proposed approach to developing, maintaining, and managing the project.

- a) Proposed role of the Respondent in developing the various project components itself versus partnering with or selling/sub-leasing off parcels to other developers.
- b) Proposed approach to land takedown.

- c) Proposed role of the Respondent in providing security and maintenance during the predevelopment and development phases of the project.
- d) Proposed approach to ownership, management, and maintenance of land and improvements relative to public areas and private development components.
- e) Concepts for any activity/event programming of public spaces that will ensure their active use by and attraction to the larger community and the Respondent's proposed role in managing them.
- f) Activities which you envision the City participating in during the design, permitting and construction phases of the project.
- g) Nature and level of commitment to ongoing ownership and management of the project by Respondent.
- h) Identification of any anticipated or programmed transfer of ownership of the project or any portion of the project (including the land).

10) Financial Proposal.

- a) Price and proposed terms of purchase for the City-owned land.
- b) Any allowances or conditions relating to environmental remediation.
- c) Phased acquisition/land take-down schedule and relationship to key milestones.
- d) Scope, nature, cost, timing, and conditions, if any, relative to public improvements to be funded by the developer (e.g. creation of parkland, public infrastructure or improvements).
- e) Identification of any project components which may at any time charge a fee (e.g. parking garage) and provisions for on-site parking and proposed arrangements for off-site parking, if necessary.
- f) Proposed approach to long-term maintenance of the development and the public improvements and anticipated costs funded by developer.
- g) Any anticipated off-site improvements, their cost, and who would be responsible for funding these costs.
- h) Any option for dedicated affordable workforce housing units, including proposed eligibility criteria, and any proposed reduction in the purchase price of the property per affordable unit commitment expressed as an option for the City.
- i) An estimate of the projected value of the completed development and a summary of the resulting tax impacts.
- j) All other key information or anticipated term sheet items that the City should be aware of in the formation of its approach to negotiating with your team.

11) Statement of Challenges.

A brief narrative which discusses the three most significant challenges facing this development as proposed and how they will be addressed.

12) Developer Qualifications and Financial Capacity.

- a) Approach to Financing - Description of your approach to financing the project, including identification of specific financial sources to be pursued for debt and equity, including the amount and source of equity.
- b) Commitment of Principals - Identify the level of financial commitment which the principals of the development entity will pledge to this project.
- c) Commitment of Institutions - Documentation from financial institutions willing to commit financing for this project as proposed herein, clearly citing any constraints, time sensitive terms, and/or conditions of the financing.
- d) Track Record - Summary level narrative which details the prime developer's and project team's experience in successfully executing comparable mixed-use projects. Provide supplemental information for original team members and complete information for new team members addressing:
 - i) Number of years the Respondent has been in business, number of employees, and the primary markets served;
 - ii) Description of proposing organization's history, legal structure, development experience, qualifications, and understanding of the development requirements;
 - iii) Description of significant, comparable project(s) developed, managed, and/or designed by members of the proposed design team including:
 - name and location of project;
 - description of project including building energy use in site and/or source kBTU/sq.ft./yr., Energy Star score, LEED certification, or any other notable sustainable, renewable, or green building features;
 - total dollar value of project;
 - client contact person and phone number for reference;
 - specification of the development team member's role(s) in the project (e.g. primary developer, development manager, manager, architect, consultant, etc.);
 - the results/status of the project and the development team member's remaining involvement in the project.
 - iv) Information for team architect and any other members of the team including design professionals should be provided. If not provided in other responses to this RFP, include graphic representations of architect's prior relevant work, along with a description of the projects and their role in these projects.

3.7. Selection Process and Scoring Criteria

Limitations:

This RFP does not commit the City to select any developer or proposal, to pay any costs incurred in the preparation of a response to this request, or to enter into any contract for services or sale of property.

The City reserves the right to accept or reject any or all submissions or proposals received as a result of this request, or to cancel this RFP in part or in its entirety, if deemed to be in the best interest of the City.

Process:

All responses to the RFP will be reviewed and evaluated based on the information contained in the respective submission packages, responsiveness to the selection criteria set forth below, and other factors reflecting the best interests of the City.

Representatives from the City's West Lebanon Revitalization Advisory Board and the Economic Development Commission will evaluate submissions beginning after the submission due date. At the conclusion of deliberations, a short list of developers will be invited for interviews.

Following the interviews, and possible public presentation(s), the review committees will recommend a preferred developer candidate to the City Council for approval.

Selection Criteria:

The factors to be considered in the selection process with their relative weight include:

Development Team – 20%

The Committee will consider:

- Development team's relevant credentials, particularly related to comparable residential and/or mixed-use development projects. (6 pts)
- Development team's demonstrated ability to effectively execute work in a timely manner. (5 pts)
- Proven ability to work effectively and productively with the community and public agencies. (5 pts)
- Development team's track record in contributing to the revitalization of adjacent neighborhoods and sustainable building practices. (4 pts)

Development Vision – 40%

The Committee will consider:

- Development team's creativity and overall development vision for this site. (9 pts)
- Development team's design aesthetic as demonstrated in previous projects and as proposed. (8 pts)
- Responsiveness to the characteristics and qualities presented in the Master Plan and Downtown Visioning Study, and the connectivity to creating a vibrant and interesting urban core. (9 pts)
- Development team's experience with and commitment in this project to high performance, energy efficient, and sustainable building practices, including use of renewable energy and low impact development techniques. (7 pts)
- Any proposal, or option for, affordable workforce housing units, including proposed eligibility criteria. (7 pts)

Financial – 30%

The Committee will consider:

- Revenue generated from the sale of the property. (7 pts)
- The value to the community of any proposed commitment to affordable workforce housing units in exchange for a reduction in the sale price. (6 pts)
- Revenue generated in the form of projected tax income. (7 pts)
- Updates to public infrastructure. (5 pts)
- Other components, which might result from a public/private partnership. (5 pts)

Other -10%

The Committee will consider:

- Completeness and quality of the submission. (4 pts)
- Other compelling information and materials as provided by the development team. (3 pts)
- Overall value of the project in supporting goals of the City's Master Plan, Visioning Study, Strategic Plan, and Sustainability Principles. (3 pts)

4. Terms and Conditions

4.1. Limitations, Omissions, Discrepancies, Addenda and Revisions

This Request for Bids does not commit the CITY to award a contract, to pay any costs incurred in the preparation of a response to this request, or to procure or contract for services or supplies. The CITY reserves the right to accept or reject any or all Bids received as a result of this request, or to cancel in part or in its entirety this Request for Bids, if in the best interest of the CITY to do so. The quantities that will be awarded would depend on final bid pricing and budget limitations.

Should a Bidder find discrepancies in or omissions from the Contract Documents or is in doubt as to their meaning, the Bidder should at once notify the Owner. In general, no answer will be given to the prospective Bidders in reply to an oral question if the question involves the equality or use of products or methods other than those specifically designated or described on the Drawings or in the Specifications. All information given to Bidders by means other than set forth in the Contract Documents is given informally and shall not be used as the basis of a claim against the Owner.

Omissions, discrepancies, and questions must be submitted via the eProcurement Questions portal by the designated date and time on the timeline. If a question involves the equality or use of products or methods not specifically designated or described on the Drawings or in the Specifications, it must be accompanied by Drawings, Specification, or other data in sufficient detail to enable the Owner to determine the equality or suitability of the product or method. In general, the Owner will neither approve nor disapprove particular products prior to the opening of the bids; such products will generally be considered only when offered by the Contractor for incorporation into the work after the award and signing of the Contract.

The Owner will prepare Addenda to address all pertinent questions received and answers shall be provided by the designated date and time on the timeline. Addenda will be sent to each Bidder/Follower who has downloaded the Contract Documents.

4.2. Bid Date Postponement

The Owner reserves the right to postpone the date for presentation and opening of Proposals and will give email notice of such postponement to each prospective Bidder/Follower.

4.3. Pricing Discrepancies

In the event of discrepancies between the price totals quoted in the Bids and the unit price figures, the unit price figures shall control. The price is to include the furnishing of all material, plant, equipment, tools, labor, and other facilities required for the completion of the work except as may be otherwise expressly provided in the Contract Documents. The Contractor shall prepare his prices for the Bids based on the equipment named in the Specifications. After the award of the Contract, if the Contractor desires to use equipment or methods other than those specified or shown in these documents, the Contractor shall submit data to prove equality, submit reason for change, submit the amount of credit (if any) to the Contract Price, provide Owner documentation for any changes required to arrive at a decision as to the suitability of the substitution.

4.4. Insurance

The Contractor shall, at its sole expense, obtain and maintain the following types of insurance, with an insurance company licensed to do business in the State of New Hampshire with a financial rating of A- or better in "Best's Insurance Guide", and for the following minimum amounts:

Type of Insurance Limits

A. Workers' Compensation Per New Hampshire Statute

B. Employer's Liability Insurance \$1,000,000

C. Comprehensive General Liability* \$1,000,000 per occurrence / \$2,000,000 in the aggregate / \$1,000,000 Project Aggregate

Comprehensive General Liability Insurance shall include coverage for all claims of personal injury, bodily injury, sickness, disease, or death (including coverage for acts of Consultant's officials and employees), and broad form property damage (including loss of use resulting therefrom) and for completed operations.

D. Comprehensive Automobile Liability*

Bodily Injury \$1,000,000 per occurrence/

Property Damage \$2,000,000 in the aggregate

E. *Comprehensive Liability \$5,000,000 in the aggregate

Umbrella Coverage in the amount of \$2,000,000

Prior to the start of Work, the Consultant shall provide Certificates of Insurance to the City showing policy coverage of all of the above types of insurance with the coverage and limits as indicated above and, thereafter, on an annual basis for the duration of this Agreement and also at the termination of the Agreement, as evidence that policies providing the required coverage, conditions and limits are in full force and effect for the required period of time. Such Certificates shall identify

this Agreement and contain provisions that coverage will not be cancelled or materially altered until at least thirty (30) days prior written notice has been given to the City. The City, to include its officers, agents, and employees, shall be named as an additional insured on all insurance required under this Agreement except for Professional Liability and Workers' Compensation.

4.5. Installation Floater

Contractor shall provide an installation floater In the amount of the estimated cost of materials necessary to complete the contract. Should include temporary location, job site, and in transit coverage.

4.6. Payment Schedule

Invoices are due and payable monthly by the third Friday of the following month. Invoices are to be for the actual dollar value of the services provided. Unless otherwise stated, payment will be net thirty (30) days after the receipt of a correct invoice for reasonable work allocable to the contract or after date of acceptance of work that meets contract requirements.

4.7. Arbitration

Any controversy arising out of or relating to this Contract or the breach hereof shall be settled by arbitration. The parties shall select an arbitrator. The arbitrator shall adopt appropriate arbitration rules similar to the American Arbitration Association or any other arbitration procedure. The place of arbitration shall be in Lebanon, New Hampshire. The arbitration hearing shall be held within thirty (30) days after the notice of arbitration is delivered by one party to the other party. In the event the parties are unable to agree on an arbitrator, application can be made to the Grafton County Superior Court under RSA Chapter 542. The arbitrator shall have the power to determine the interpretation of any provision of the Contract contained herein.

4.8. Termination of contract by the City for Cause

In the event the CONTRACTOR shall fail to perform as required under this Contract, the CITY shall then give notice to the CONTRACTOR in writing describing the default, the action to cure the default and the time within which the default is to be cured. If the CONTRACTOR does not cure the default within the time prescribed by the CITY, then the CITY shall have the right to terminate this Contract by giving written notice to the CONTRACTOR of the termination and specifying the effective date. In the event of the termination, all finished or unfinished documents, data, programs and reports prepared by the CONTRACTOR shall, at the option of the CITY, become its property. If the contract is terminated by the CITY, the CONTRACTOR will be paid an amount which bears the same ratio to the total compensation as the services covered by the Contract, less payments previously made and less payments made by the CITY to another contractor to complete the Contract

4.9. Termination of contract by the City for Convenience

The CITY may terminate the Contract at any time by giving written notice to the CONTRACTOR of such termination and specifying the effective date thereof, at least fifteen (15) days before the effective date of such termination. In that event, all finished or unfinished documents and materials, at the option of the CITY become its property. If the Contract is terminated by the CITY as provided herein, the CONTRACTOR will be paid an amount which bears the same ratio to the total compensation as the services covered by the Contract, less payments previously made by the CITY.

4.10. Indemnification

To the fullest extent permitted by law, the CONTRACTOR shall indemnify and hold harmless the CITY and its agents or employees, from any kind or character, either direct or indirect, at law or in equity, including but not limited to attorney's fees, arising out of or resulting from the performance of this Contract, regardless of negligence. None of the foregoing provisions shall deprive the CITY of any action, right or remedy otherwise available to it under law. In the event that the CONTRACTOR is requested but refuses to honor the indemnity obligations hereunder, then the CONTRACTOR shall, in addition to all other obligations, pay to the CITY the cost of bringing any action at law or in equity, including but not limited to attorney's fees, to enforce this indemnity

4.11. Contract

The Contract between the City of Lebanon and the CONTRACTOR shall consist of (1) the Request for Bids (RFB) and any amendments thereto, and (2) the CONTRACTOR's bid submitted in response to the RFB. In the event of a conflict in language between the two documents referenced above, the provisions and requirements set forth and referenced in the request for bids shall govern. However, the City of Lebanon reserves the right to clarify any contractual relationship in writing with the concurrence of the CONTRACTOR, and such written clarification shall govern in case of conflict with the applicable requirements stated in the RFB or the CONTRACTOR'S bid. In all other matters not affected by the written clarification, if any, the request for bid shall govern. The CONTRACTOR is cautioned that his bid shall be subject to acceptance without further clarification.

4.12. Bid Acceptance

The Owner reserves the right to reject any or all Bids for any reason, or to accept any Bid which it deems to be in its best interest. Any Bid which is incomplete, obscure, or irregular may be rejected; any Bid having erasures or corrections in the price sheet may be rejected; any Bid which omits a bid on any one or more required items may be rejected; and any Bid accompanied by an insufficient or irregular certified check or Bid Bond may be rejected. The use of unbalanced bids is prohibited.

The project description is for illustrative purposes only and does not commit the City of Lebanon to perform the work described or to limit work performed under the terms, conditions, and specifications contained in this document to only those projects described below. The City reserves the right to change project scopes prior to the issuance of Purchase Orders against this Contract. It is the proposer's responsibility to review and confirm estimated quantities.

If the Bidder submits a Proposal before the deadline time for submission, the Bidder may withdraw its submission and modify the original Proposal for submission and re-submit prior to the deadline time. No verbal, telephone, or electronic communication methods will be considered.

4.13. Protest Solicitations and Awards

Right to Protest. Any actual or prospective bidder who is allegedly aggrieved in connection with the solicitation or pending award of a contract may protest to the City Manager.

Notice. A notice of protest must be submitted no later than 5:00 p.m., on the fifth full business day after posting of the award recommendation. The protest must be in writing and must identify the protesting party and the project number and title and shall include a factual summary of the basis of the protest.

The formal written protest shall; identify the protesting party and the solicitation involved; include a clear statement of the grounds on which the protest is based; refer to the statutes, laws, ordinances or other legal authorities which the protesting party deems applicable to such grounds; and specifically request the relief to which the protesting party deems itself entitled by application of such authorities to such grounds.

A formal written protest is considered filed with the City when it is received by the City Manager's Office. Accordingly, a protest is not timely filed unless it is received within the times specified above. Failure to file a formal written protest within the time period specified shall result in relinquishment of all rights of protest by the vendor and abrogation of any further bid protest proceedings.

These procedures shall be the sole remedy for challenging an award of bid. Bidders are prohibited from attempts to influence, persuade or promote through any other channels or means.

The time limits in which protests must be filed as specified herein may be altered by specific provisions in the RFX.

Authority to Resolve. The City Manager shall attempt to resolve the protest in a fair and equitable manner and shall render a written decision to the protestant.

Stay of procurement during protests. In the event of a timely protest, the City Manager shall not proceed further with the solicitation or with the pending award of the contract until a determination that the award of the contract without delay is necessary to protect substantial interests of the City.

4.14. Bidder's Qualifications

It is the purpose of the Owner not to award this Contract to any Bidder who does not furnish evidence satisfactory to the Owner that the Bidder has the ability, skill, integrity, and experience in this class of work and has sufficient capital and plant to enable the successful and complete execution of this contract within the specified time.

In determining the skill, ability, and integrity of the responsible and eligible Bidders the following elements will be considered: Whether the Bidder has (a) previously defaulted on, failed to perform properly, or failed to complete on time contracts of similar nature; (b) habitually and without just cause neglected payment for material or to employees; (c) a permanent place of business; (d) adequate plant and equipment to do the Work properly; (f) a suitable financial status to meet the obligations incident to the Work; (g) appropriate technical experience; (h) labor force that can work in harmony with all other elements of labor employed; (i) sufficient bonding capacity; and, (j) adequate superintendence.

4.15. Low Bidder and Acceptance of Proposal

Except where the City of Lebanon has exercised its right to reject any or all Bids, the Contract will be awarded to the lowest responsible and qualified Bidder.

Within seven (7) days after opening the Proposals, the City will prepare a Notice of Award signed by an authorized City representative. This Notice of Award shall bind the successful Bidder to execute the Contract approval.

Notice of Approval and formal acceptance of the Bid will be made in writing to the successful Bidder. The Notice of Approval will be signed by an authorized City representative.

The rights and obligations provided for in the Contract shall become effective and binding upon the Parties only with its formal execution by the City.

4.16. Execution of Contract & Failure Damages

Any Bidder whose Bid shall be accepted will be required to execute the Contract within five (5) days after notice that the Contract has been awarded to him. Failure or neglect to do so shall constitute a breach of the agreement affected by the acceptance of the Bid.

The damages to the City of Lebanon for such a breach shall include loss from the interference with his construction program and other items. The amount of the certified check or Bid Bond accompanying the Bid of such Bidder will be retained by the Owner as liquidated damages for such breach. In the event any Bidder whose Bid shall be accepted shall fail or refuse to execute the Contract hereinbefore provided, the Owner may, at his option, determine that such Bidder has abandoned the Contract and thereupon his Bid and the acceptance thereof shall be null and void and the Owner will be entitled to liquidated damages as above provided.

4.17. Specifications Format

The Specifications are to be in full compliance with the current edition of NHDOT Roadway Standards.

4.18. Manufacturer's Experience

Wherever it may be written that an equipment manufacturer must have a specified period of experience with their product, equipment that does not meet the specified experience period may be considered if the equipment supplier or manufacturer is willing to provide a bond or cash deposit for the duration of the specified time period which will guarantee replacement of the equipment in the event of failure.

4.19. Safety and Health

This project is subject to all of the Safety and Health Regulations (29 CRF Part 1926 and all subsequent amendments) as promulgated by the U.S. Department of Labor on June 24, 1974. Contractors are urged to become familiar with the requirements of these regulations.

4.20. U.S.D.O.T. Compliance

The Contractor shall be in compliance with the U.S. Department of Transportation's Federal Motor Carrier Safety Regulations, Parts 49CFR382, and 49CFR383. The Contractor shall maintain compliance with these regulations from the date of the contract award to project completion.

5. Vendor Questionnaire

1. Bidder Information *

Please Provide:

- Name of Bidder:
- Authorized Representative's Name:
- Authorized Representative's Title:
- When Incorporated
- Where Incorporated

- Corporate Main Office Address:

Enter response

*Response required

2. How many years have you been engaged in the contracting business under your present firm name?

If this information is included within your RFP response, please disregard this question.

Enter response

3. Contracts on Hand

Contracts on hand: (Attach a list showing the Project Title, Project Location, Gross amount of each contract, and the approximate anticipated dates of completion.)

If this information is included within your RFP response, please disregard this question.

4. General character of work performed by your organization/company.

If this information is included within your RFP response, please disregard this question.

Enter response

5. If you have ever failed to complete work awarded to you, please explain when and why:

Explain a failure to complete work or state: "Our firm has never failed to complete any work awarded"

If this information is included within your RFP response, please disregard this question.

Enter response

6. If you have ever defaulted on a contract, please provide where and when:

Provide details of contract default or state: "Our firm has never defaulted on a contract"

If this information is included within your RFP response, please disregard this question.

Enter response

7. List the more important projects recently done by your organization/company, stating approximate cost for each, the month and year completed, primary owner's contact / telephone number.

If this information is included within your RFP response, please disregard this question.

Enter response

8. Experience in construction work similar in importance to this project.

Please provide details of your experience.

If this information is included within your RFP response, please disregard this question.

Enter response

9. Please upload your completed response to the RFP.*

Upload your completed proposal here as outlined in the Scope of Work section of this RFP.

*Response required

10. I hereby certify that I am the Authorized Representative of the company, and further certify under penalty of perjury that the above statements are true*

☐ Please confirm

*Response required

11. Additional Information

Please provide any other information you would like to share regarding this project.

If this information is included within your RFP response, please disregard this question.

6. Attachments

 A - 2011-10-08_Chiplin.surveys_14,28 Main St

 C - 2006-02-21_Chiplin.surveys_30,32 Main St

 F - 2023-04-11_Phase I ESA_14, 28, 30 Main St, West Lebanon, NH

 G - 2023-05-11_Phase 2 ESA-HBMS_14, 28, 30 Main St

Existing 'below market-rate' units in West Lebanon and Lebanon:

Name	# of Units	Type (Subsidized, LIHTC, Other)	Rent Range	Target AMI
Village at Crafts Hill (TPHT)	100	88-Rural Dev't Subsidized; 12 Non subsidized	30% of Gross Monthly Income; remainder up to contract rent is subsidized	Contract rents: 1 BR=\$1,036 2 BR=\$1,191
Tracy Street Apts (TPHT)	29	LIHTC	\$912 - \$1,398	50-60%
Romano Circle (LHA)	30	Public Housing (HUD-subsidized)	30% of Gross Monthly Income	≥40% of new admissions must be for ≤30% AMI; up to 80% AMI thereafter
Maple Manor (LHA) (<i>senior housing</i>)	40	Public Housing (HUD-subsidized)	30% of Gross Monthly Income	≥40% of new admissions must be for ≤30% AMI; up to 80% AMI thereafter
Romano Place (LHA)	16	LIHTC	\$1,036 - \$1,441	50-60%
Heater Landing (LHA)	44	LIHTC	\$661 - \$1,835	30-60%
97 Hanover Street-Lebanon Towers (LHA) (<i>senior housing</i>)	40	Public Housing (HUD-subsidized)	30% of Gross Monthly Income	≥40% of new admissions must be for ≤30% AMI; up to 80% AMI thereafter
39 N. Park Street-Rogers House (LHA) (<i>senior housing</i>)	56	Public Housing (HUD-subsidized)	30% of Gross Monthly Income	≥40% of new admissions must be for ≤30% AMI; up to 80% AMI thereafter
Spencer Square (TPHT)	20	LIHTC	\$835 - \$1,210	50-60%
4 Spencer Street (TPHT)	6	LIHTC	\$938 - \$1,075	50-60%
10 Parkhurst Apts (TPHT)	18	HUD-Chronic Homeless Subsidized	30% of Gross Monthly Income; remainder up to contract rent is subsidized	Contract rent: \$1,271
Rivermere (TPHT)	21	Rural Dev't Subsidized	30% of Gross Monthly Income; remainder up to contract rent is subsidized	Contract rent: \$1,272
Mascoma Village Apts (Lebanon Housing Associates)	37	Public Housing (HUD-subsidized)	30% of Gross Monthly Income; Rents paid Up to \$1,492.50	50%
20 Spencer St (proposed)	80	LIHTC	~\$1,200 - ~\$2,400	30-80%
Riverwalk-WRJ (TPHT)	42	LIHTC + 100% AMI	\$980-\$1,772	30-100%

**Agenda
Lebanon City Council
July 15, 2026**

13. New Business:

**13.D – Discussion and Authorization for the City Manager to Execute a
Donation and Right-of-Entry / Construction Agreement for Land at 6 Aldrich
Avenue to Boys and Girls Clubs of Central and Northern New Hampshire**

Background

The Boys and Girls Clubs of Central and Northern New Hampshire (“Club”) is currently in negotiations with the Lebanon School District (“SAU”) to construct and operate a childcare facility on the SAU’s property at 20 Seminary Hill, West Lebanon (Tax Map 86, Lot 25). Please see the attached project description for more information.

In connection with the proposed childcare facility – the construction of which will displace some of the SAU’s existing parking at 20 Seminary Hill – the Club has offered to construct an access drive on Civic Field, which is a City-owned property located directly adjacent to the SAU property. The access drive will be constructed at the sole expense of the Club and, after completion and acceptance by the City, will be maintained by the City.

The proposed access drive over Civic Field will provide vehicular access between the childcare facility and Aldrich Avenue. A grass area along the access drive will be appropriately graded to provide public parking for approximately 30 vehicles. These spaces, which will be open to the public and managed in the same manner as all other public parking in the City, will enhance access to and use of Civic Field.

The access drive parking area is also intended to be periodically utilized as overflow parking for SAU special events or other civic events (such as municipal elections held at the SAU property). The City will coordinate regularly with the SAU to identify upcoming public events and ensure that the scheduling of Civic Field aligns with any expected demand for the access drive and parking area.

To establish the terms and conditions of the Club’s offer to construct the access drive for donation to the City, the Club and the City have prepared a draft Donation and Right-of-Entry / Construction Agreement. Attached to the Agreement is the draft concept plan which illustrates the proposed improvements for the City’s property (as well as the conceptual layout of the childcare facility on the SAU’s property). Note that the current concept plan includes a walkway on the City’s property which is no longer proposed. Prior to the execution of the Agreement, the concept plan will be updated to remove the walkway.

Action

The following motion is offered for City Council consideration:

MOVED, that the Lebanon City Council, pursuant to its authority to manage municipal property under RSA 41:11-a, hereby authorizes the City Manager to execute a Donation and Right-of-Entry / Construction Agreement with the Boys and Girls Clubs of Central and

Northern New Hampshire for the construction of public access improvements on City property at 6 Aldrich Avenue in substantially the same form and content as included with the July 15, 2026, City Council meeting agenda materials, and to execute any related documents and take all actions necessary to implement the Agreement.

Included in this Section:

1. Project Description – Boys and Girls Clubs Upper Valley Childcare Center.
2. Draft Donation and Right-of-Entry / Construction Agreement by and between the City of Lebanon and The Boys and Girls Clubs of Central and Northern New Hampshire, Inc.

Project Description

Name: Boys & Girls Clubs Upper Valley Childcare Center

Applicant/Project Partners: Boys & Girls Clubs of Central and Northern New Hampshire (BGCCNNH); City of Lebanon; Lebanon School District (SAU88); Grafton Regional Development Corporation (GRDC)

Contact: Chris Emond, CEO, BGCCNNH, emond@nhyouth.org

Additional information: <https://lebanonnh.gov/1926/Childcare-Facility-Project> (including concept plan)

Project Summary

The Boys & Girls Clubs of Central and Northern New Hampshire (BGCCNNH) proposes to construct, own, and operate a new childcare facility in West Lebanon, New Hampshire. The proposed facility would be located at 20 Seminary Hill Road, adjacent to the Lebanon School District SAU88 building, on land to be leased from SAU88 and with related access and site coordination involving City-owned land on Civic Memorial Park.

The concept includes a new approximately 5,400-square-foot childcare center designed to serve approximately 50 children from infancy through age five. The project would help address the region's documented shortage of licensed childcare, provide early childhood education jobs, and support working families and employers in the Upper Valley. The facility would be BGCCNNH's first childcare site in the Upper Valley and enable the organization to explore additional capacity for related local benefits like after school programming.

This is not a City-owned or City-operated childcare center. BGCCNNH will fund, construct, own, maintain, and operate the facility. The City of Lebanon's role is related to public process coordination, grant alignment, permitting coordination, and access over City-owned land as needed. The Lebanon School District's role is related to lease negotiations for the proposed site. The Grafton Regional Development Corporation is supporting funding strategy, grant coordination, and regional childcare capacity-building efforts.

Community Need

Childcare access has been identified locally, regionally, and statewide as a workforce participation issue, family affordability issue, economic development issue, and long-term community sustainability issue. The Upper Valley has faced a persistent shortage of childcare capacity, especially for infants and toddlers, since before the COVID-19 pandemic. Regional planning and stakeholder engagement efforts have repeatedly identified lack of childcare as a barrier to workforce recruitment and retention, family stability, and community vitality.

The need for additional childcare capacity has been documented through multiple efforts involving the City of Lebanon, Vital Communities, the Upper Valley Business Alliance, EPIC, Grafton Regional Development Corporation, the New Hampshire Charitable Foundation, the Couch Family Foundation, childcare providers, and employers. These efforts have consistently found that childcare is not only a family need, but also a core component of workforce and economic infrastructure.

Lebanon is an employment center for the Upper Valley. Local families, school employees, municipal employees, healthcare workers, manufacturing employees, service workers, and other working households rely on access to dependable childcare in order to participate fully in the workforce. When childcare is unavailable, parents may reduce hours, decline employment, change work schedules, commute long distances for care, or leave the labor force altogether. Expanding childcare capacity supports both household stability and employer continuity.

Organizational Capacity

BGCCNNH is an established New Hampshire nonprofit organization with significant experience operating youth development and early childhood programs. The organization serves thousands of children annually across multiple New Hampshire communities and operates early learning centers, afterschool programs, and clubhouses. BGCCNNH has experience developing, staffing, maintaining, and operating facilities that serve

children and families. Its expressed goal is to provide competitive wages and high quality early childhood education professional staffing, with reliance on hiring of a center director to staff incrementally as the market allows. BGCCNNH has a history of supporting teacher capacity building, including relationships with UNH teaching labs and the Early Care and Education Association of the Upper Valley, to not just draw on but build the labor pool it and other childcare providers depend on.

The proposed Lebanon facility will extend BGCCNNH's service model into the Upper Valley. BGCCNNH will be responsible for project fundraising, construction, facility maintenance, staffing, licensing, and ongoing operations as well as long-term goals to enhance childcare affordability through scholarship fundraising, for example.

Project Scope

The project includes design and construction of a new childcare facility and the site improvements necessary for the facility to operate safely and meet licensing requirements. Project elements include the childcare building, utility connections, driveway access, drop-off and pick-up circulation, parking, pedestrian access, emergency access, stormwater management, and an outdoor playground meeting childcare licensing requirements.

The organization is working with an architectural and engineering team familiar with New Hampshire childcare facility requirements, including building, fire/life safety, accessibility, licensing, and site design considerations. Early planning work has included site visits, zoning and permitting review, stakeholder meetings, survey work, conceptual site planning, environmental review, and preliminary design.

The proposed site design has evolved through discussions with the City, SAU88, BGCCNNH, Recreation staff, legal counsel, and design professionals. Current design considerations include maintaining recreational functionality, improving access and parking for Civic Memorial Park (with an organized parking and circulation area for approximately 30 new overflow spaces), minimizing traffic conflicts (public park access is off Aldrich; childcare ingress/egress is off Seminary Hill), providing emergency access, and balancing childcare use with continued public and school-related use of the broader Seminary Hill / Civic Memorial Park area, including SAU88's need for informal event overflow parking capacity. No existing parking is impacted; new, additional public parking, including for park and SAU88 users, is created.

Project History and Site Selection

The current proposal grew out of several years of local and regional work on childcare needs. In 2023, the City of Lebanon pursued a larger childcare facility concept at another location and secured a \$1.6 million federal childcare infrastructure earmark. That earlier concept did not advance due to overall scale, capital cost, staffing concerns, and implementation complexity, but the childcare need remained.

In 2024 and 2025, the City, SAU88, and BGCCNNH began discussing potential opportunities related to childcare, afterschool programming, and broader community-serving uses. At the same time, the Lebanon School District and City Council Joint Partnership Task Force was discussing opportunities to better coordinate use of public assets and long-term planning around the Seminary Hill campus.

The existing SAU88 building was initially considered as a possible childcare location. However, accessibility requirements, fire/life safety requirements, childcare licensing standards, circulation needs, and renovation costs made conversion of the older building impractical for infant and toddler childcare. Adjacent underutilized public land areas on the Seminary Hill campus were therefore identified as a potential opportunity for a smaller facility.

The current concept is substantially smaller than the City's earlier proposal and is designed specifically around the Seminary Hill site. It seeks to balance childcare capacity, public land stewardship, school district considerations, recreational access, parking needs, and long-term civic campus planning.

Public Process and Local Coordination

The project has advanced through multiple public and stakeholder processes. Since mid-2025, the Lebanon School District and City Council Joint Partnership Task Force has discussed opportunities related to the Seminary Hill campus and the proposed childcare facility. The School Board and City Council have each held public meetings related to the project and authorized continued lease negotiations. The Lebanon School District also placed a warrant article before voters in March 2026, with the majority authorizing the School Board to pursue lease discussions with BGCCNNH in collaboration with the City.

Additional public process is anticipated through lease review, zoning and site plan permitting review, and building/code review. The City has also created a public project webpage and FAQ materials to provide information about the proposal, project status, and common questions.

Funding and Readiness

The project is expected to rely on a combination of federal, state, philanthropic, nonprofit, and regional funding sources. Existing and anticipated sources include federal HUD Community Project Funding, NH CDFA tax credits, Northern Border Regional Commission funds, private donations, potential NH CDFA CDBG Public Facilities funds, and additional grants and contributions. The total cost of design and construction is estimated at \$5.3million and on the current schedule, construction will begin in 2027 and operations start in mid-2028.

These are not local tax appropriations for construction. The project is structured so that BGCCNNH would fund, own, and operate the facility, while the City and SAU88 support the project through land use coordination, lease negotiations, public process, and permitting coordination.

The project is now in an advanced readiness phase. Over \$3.6million in funding is currently committed to the project proposed at the West Lebanon location. Key concurrent steps include finalizing site control, completing environmental review, advancing final design and engineering, submitting development applications, completing local review, and proceeding toward construction. Construction is targeted for 2027, subject to funding, permitting, lease execution, and final approvals.

Community Development Benefits

The Boys & Girls Clubs Upper Valley Childcare Facility is a partnership-based response to a documented and persistent childcare shortage affecting Lebanon and the Upper Valley. The proposed childcare facility is intended to help families remain in the community, help employers retain workers, support local and regional workforce needs, and provide a long-term community asset without creating a City-owned or City-operated childcare center.

The project aligns with Lebanon's strategic goals related to early childhood education, economic development, workforce support, and regional childcare initiatives. It also supports the broader West Lebanon vision of activating local assets and strengthening community-serving infrastructure.

With the BGCCNNH's demonstrated experience in nonprofit operations, the proposed facility will provide substantial public benefit by creating new childcare capacity, supporting working families, expanding early childhood education employment, and strengthening workforce participation in Lebanon and the Upper Valley. The project will also support broader community goals by leveraging outside investment, activating underutilized public land, improving site organization, and advancing a long-discussed civic use at Seminary Hill. CDBG support is one of the major final funding pieces; it will help close the capital funding gap and allow the project to move forward toward final design, permitting, construction, and eventual operation.

DONATION AND RIGHT-OF-ENTRY / CONSTRUCTION AGREEMENT (Public Access Drive and Parking Improvements)

This DONATION AND RIGHT-OF-ENTRY / CONSTRUCTION AGREEMENT (“Agreement”) is made as of July __, 2026 (“Effective Date”), by and between the CITY OF LEBANON, a New Hampshire municipal corporation with a mailing address of 51 North Park Street, Lebanon, NH 03766 (“City”), and the BOYS & GIRLS CLUBS OF CENTRAL AND NORTHERN NEW HAMPSHIRE, INC., a New Hampshire nonprofit corporation, with a mailing address of 55 Bradley Street, Concord, NH 03301 (“Club”). The City and the Club are referred to individually as a “Party” and together as the “Parties.”

RECITALS

A. The City is owner of certain real property consisting of +/-8.5 acres located at 6 Aldrich Avenue, Lebanon, New Hampshire, identified on Lebanon Tax Map 86 as Lot 25, Plot 100 (“City Property”), improved with public outdoor recreational facilities known and operated as Civic Memorial Park and John Bryar Field. The City Property is subject to Land and Water Conservation Fund (“LWCF”) restrictions that require the property to be maintained in perpetuity for public outdoor recreational opportunities.

B. The Club intends to enter into a Ground Lease with the Lebanon School District (“SAU”) to construct and operate a childcare center on the adjacent property at 20 Seminary Hill, identified on Lebanon Tax Map 86 as Lot 25 (“SAU Property”).

C. In connection with construction of the childcare center, the Club desires to fund and construct, at its sole cost, a publicly accessible access drive and parking area on a portion of the City Property, together with related site improvements including but not limited to stormwater management infrastructure (collectively, the “Improvements”), for donation to and ownership by the City upon acceptance.

D. As a result of action by the City Council on July 15, 2026, the City has authorized the City Manager to take all necessary additional action to effectuate the intent and purpose of this Agreement.

E. The Parties intend that the Improvements will be open to the public under terms applicable to similar municipally-owned facilities and will be consistent with LWCF use and protection requirements.

NOW, THEREFORE, in consideration of the mutual agreements contained herein and for other good and valuable consideration, the Parties agree as follows:

Article 1. Premises

1.1 Premises. The Improvements will be constructed on the portion of the City Property outlined in red on the concept plan titled “Lebanon Boys and Girls Club Daycare Facility,” prepared by Verdantas, dated May 7, 2026 (the “Concept Plan”), attached as **Exhibit A** and incorporated herein (the “Premises”). By agreement of the Parties, the Premises may include additional areas of the City Property for purposes of staging and access during the construction of the Improvements.

1.2 No Conveyance of Property Interest. This Agreement grants only a temporary, non-exclusive Right-of-Entry for construction as described herein and conveys no leasehold, easement, or other property interest to the Club.

1.3 Ownership of Improvements. Upon Final Acceptance under Article 13, title to the Improvements shall automatically and irrevocably vest in the City, free and clear of any lien or claim by the Club or its contractors. The Club acknowledges the Improvements constitute permanent City property upon Final Acceptance.

1.4 LWCF Restrictions. The Club acknowledges the City Property is subject to LWCF restrictions and agrees that design and construction will be consistent with public outdoor recreational use requirements. The Parties shall collaborate in good faith to address LWCF requirements to allow construction of the Improvements and their intended public use. As owner of the City Property, the City shall be responsible for obtaining any approval, authorization, or conversion determination required under the LWCF program or from the National Park Service for the construction and intended use of the Improvements. If such approval cannot be obtained, or can be obtained only on conditions not reasonably acceptable to the Club (including any requirement to provide replacement land or additional consideration), then (i) this shall not constitute a default by the Club, (ii) the Club shall have no obligation to construct the Improvements or provide completion security, and (iii) either Party may terminate this Agreement upon written notice without penalty.

Article 2. Term

The term of this Agreement commences on the Effective Date and continues through Final Acceptance under Article 13 and completion of the warranty period under Article 14, unless earlier terminated in accordance with this Agreement.

Article 3. Consideration; Funding and Costs

3.1 Donation. The Club's funding and construction of the Improvements is a charitable donation to the City for public benefit.

3.2 Costs. The Club shall pay all costs of design, permitting, construction, inspections, and testing related to the Improvements.

Article 4. Right-of-Entry

The City grants the Club and its contractors/subcontractors a temporary, non-exclusive Right-of-Entry onto the Premises solely to construct the Improvements in accordance with this Agreement.

Article 5. Public Use of Improvements

5.1 Public Access. The access drive and parking area to be constructed shall be available and open to the public under the same general terms and conditions applicable to similar municipally-owned facilities, in accordance with applicable ordinances, regulations, laws, and City policy.

5.2 No Exclusive Use. The Club shall have no exclusive or preferential use rights in the Improvements or Premises, and no continuing property interest following Final Acceptance.

Article 6. Approval of Improvements

6.1 Concept Plan; Scope. The Concept Plan depicts the anticipated scope and layout of the Improvements. It sets the Parties' agreed-upon general scope as of the Effective Date.

6.2 City Manager Review. Within eight (8) months after the Effective Date, the Club shall obtain City Manager review and written approval of the final design of the Improvements. City review is to confirm consistency with the Concept Plan and does not constitute professional design approval or relieve the Club of regulatory obligations. It is understood that prior to issuing any written approval under this Section 6.2 the City Manager shall consult with the City Engineer, Department of Public Works, and the Planning and Development Department to verify the design's compliance with applicable City design standards.

6.3 Governmental Use Requirements (RSA 674:54). The Improvements constitute a "governmental use" pursuant to RSA 674:54, I. As such, the Improvements are subject to the procedures set forth in RSA 674:54, II. The information that must accompany the notice of governmental use required by RSA 674:54, II, shall be provided to the City Manager before or contemporaneously with the Club's submission of a Site Plan application for the Childcare Center. The City shall be responsible for preparing the notice and for presenting the proposed Improvements at a public hearing, should the Planning Board choose to hold a hearing. The Club shall use its best efforts to address any comments or suggestions given by the Planning Board.

6.4 Site Plan Supersedes Concept Plan. The plan set submitted with the RSA 674:54 governmental use notice shall be the "Site Plan." Exhibit A shall automatically be amended to replace the Concept Plan with the City-approved Site Plan, and all references herein to "Exhibit A" and "Improvements" shall refer to the Site Plan.

6.5 Scope Limitation; No Additional Requirements. The Parties acknowledge that the Concept Plan is intended to define the agreed-upon scope of Improvements and that, following City Manager approval per Section 6.2, the City shall not, during the permitting, design, or construction process, impose requirements, conditions, or modifications to the scope, configuration, or cost of Improvements beyond those: (A) reflected in or reasonably consistent with the Concept Plan and this Agreement; (B) required by applicable law or by any governmental authority with jurisdiction over any aspect of the Improvements; or (C) agreed to by the Club in writing. For the avoidance of doubt, the City shall not condition its cooperation, approvals, consents, or access to the Premises on the Club constructing improvements, making contributions, or incurring costs beyond the scope contemplated by the Concept Plan, regardless of the Club's funding status or financing.

Article 7. Construction of Improvements

7.1 Subject to the indemnification requirements of Article 11 and the insurance requirements set forth in Article 10, the Club shall, at its sole cost and in accordance with the timelines set forth in Article 6, apply for and obtain within a reasonable time all required permits and approvals for the construction of the Improvements.

7.2 Construction of the Improvements shall be subject to all approvals required under Lebanon codes, ordinances and regulations administered by the City or by any official, agency, department or board under local, state or federal ordinances or laws. The Club shall obtain, at its sole cost, all approvals and permits required for construction of the Improvements.

7.3 The City shall cooperate in good faith and execute such documents and applications as may be reasonably required to support the Club's permitting efforts, provided such cooperation is consistent with the Concept Plan and does not impose additional obligations on the City beyond those set forth in this Agreement.

7.4 Construction of the Improvements may not commence until all governmental permits, approvals, authorizations, and consents required for construction of the Improvements and for the SAU Property childcare center — including all approvals of the Lebanon Planning and Development Department, Lebanon Zoning Board, and any required LWCF clearance — have been obtained and all pre-construction conditions thereof have been satisfied ("Pre-Construction Conditions"). The Club shall construct the Improvements and obtain a Final Certificate of Completion from the Planning and Development Department within one (1) year of satisfying the Pre-Construction Conditions.

7.5 The Club acknowledges and agrees that if the Improvements are not completed in accordance with the approved plans and this Agreement, the Club shall, at its sole cost and expense, restore the Premises to its original condition, or as close thereto as is reasonably practicable, as determined by the City in its reasonable discretion. The Club shall complete all required restoration within thirty (30) days after written notice from the City, unless a longer period is approved in writing by the City. The obligations in this section shall survive termination of this Agreement.

7.6 The Club shall require any contractor or subcontractor engaged by or for the Club for construction of the Improvements in the form of certificates of insurance and endorsements that the City has been named as additional insured, of general liability insurance and workers' compensation insurance policies, and such other insurance as is commercially reasonable and as may be applicable, prior to beginning any construction on the Premises.

Article 8. Maintenance of Premises and Improvements

The City shall assume responsibility for the maintenance of the Premises and Improvements as of the date a Final Certificate of Completion is issued by the Planning and Development Department.

Article 9. Club Obligations During the Lease Term

9.1 Mechanic's Liens. The Club shall not permit any mechanic's, materialman's, or similar lien to attach to the City's title. The Club shall promptly discharge any lien arising from the Club's work within thirty (30) days after notice, by payment, bonding, or other legally effective means.

9.2 Compliance with Law. In the construction of the Improvements, the Club shall comply with all applicable federal, state, and local laws, rules, regulations, and ordinances, and shall be responsible to the City for any penalties or violations caused by the Club, its agents, contractors, employees, or invitees.

9.3 Licensee's Responsibility for the Premises. During the construction of the Improvements, and only with respect to the portion of the Premises under the control of the Club or its contractors, the Club shall be responsible to maintain a reasonably safe environment for persons and property within that area. This Section does not extend to the City's continuing operation and public use of the City Property or to any area not under the Club's or its contractors' control. Nothing herein shall make the Club responsible for, or relieve the City of liability for, loss, injury, or damage to the extent caused by the negligence or willful misconduct of the City, its agents, or employees, subject to any protections, defenses, or immunities available to the City by law.

Article 10. Insurance

10.1 Club Insurance. During the construction of the Improvements and until the issuance of a Final Certificate of Completion, the Club shall maintain, or cause its contractors to maintain, the following occurrence-based insurance policies that a) name the City as additional insured by endorsement (except for workers' compensation coverage), b) are purchased from insurance company(ies) qualified to do business in the State of New Hampshire with a financial rating of A- or better in "Best's Insurance Guide" and c) provide primary, non-contributory coverage to Club:

- (i) Commercial General Liability insurance with limits of not less than \$1,000,000.00 per occurrence / \$3,000,000.00 aggregate;
- (ii) Automobile Liability (if applicable) with limits of not less than \$1,000,000.00;
- (iii) Workers' Compensation as required by law; and
- (iv) Property insurance covering the Improvements at replacement cost.

10.2 Notice to City of Any Claim. The Club agrees to notify the City in writing as soon as practicable of any claim, demand or action arising out of an occurrence covered hereunder of which Club has knowledge, and to cooperate with the City in the investigation and defense thereof.

Article 11. Indemnification

The Club shall indemnify, defend and hold harmless the City, its officers, agents or employees, from and against all claims, losses, costs, damages, actions, liabilities or expenses of any sort or nature including legal fees and court costs, resulting from injury of any kind or death of any person to the extent caused by or arising out of the acts or omissions of the Club or its contractors in the construction of the Improvements, except to the extent caused by the negligence or willful misconduct of the City, its officers, agents, or employees. The Club's obligation to indemnify as provided in this Article 11 shall survive the expiration or termination of this Agreement.

Article 12. City Oversight; Inspections; Testing; Change Orders

12.1 Oversight. The City may, upon reasonable prior notice and at reasonable times, observe the work, require reasonable testing, in each case so as not to unreasonably interfere with or delay construction, and may reject work that materially fails to conform to the approved Site Plan and applicable codes. Any rejection shall be in writing, delivered within a reasonable time, and shall state with reasonable specificity the basis for rejection. The City's observation, testing, or failure to reject shall not relieve the Club or its contractors of their obligations.

12.2 Change Orders. No change materially affecting function, safety, capacity, or durability may be implemented without prior written City approval.

Article 13. Final Acceptance; Title Transfer

The issuance of a Final Certificate of Completion by the Lebanon Planning and Development Department shall constitute "Final Acceptance" for purposes of this Agreement. Upon Final Acceptance, title to the Improvements shall transfer to the City without further action. As a pre-condition to Final Acceptance, the

Club shall deliver as-built drawings (PDF/CAD), test reports, warranties, and operation and maintenance information and requirements.

Article 14. Warranties; Defect Correction

14.1 Warranty. The Club shall ensure the contractor provides a warranty of one (1) year following Final Acceptance for workmanship and materials.

14.2 Defect Correction. Material defects in workmanship or materials covered by Section 14.1, discovered and noticed to the Club's contractor in writing within the warranty period, shall be corrected by the contractor at no cost to the City; provided this obligation shall not apply to defects to the extent arising from ordinary wear and tear, the City's use, operation, or failure to maintain the Improvements, misuse or damage by third parties or the public, or casualty or causes beyond the contractor's reasonable control. The City shall give the contractor reasonable access to perform corrective work.

Article 15. Casualty

If the Improvements are substantially damaged prior to Final Acceptance, the Club shall promptly repair/rebuild unless the Parties agree otherwise. Insurance proceeds shall be applied to restoration or other disposition as agreed.

Article 16. Defaults; Remedies; Dispute Resolution

16.1 Club Events of Default. An Event of Default shall mean a failure to remedy a breach of this Agreement by the Club within sixty (60) days after written notice. In addition, the City shall have the right to declare the Club in default in the event the Club files a voluntary petition for bankruptcy without a reorganization plan, makes a general or other assignment of its assets for the benefit of creditors, is involuntarily declared or adjudicated as bankrupt, or if a receiver is appointed for the property or affairs of the Club and such receivership is not vacated within thirty (30) days after the appointment of such receiver.

16.2 City Remedies. Upon an Event of Default, the City may exercise any remedy available at law or in equity, including termination of this Agreement and re-entry, subject to applicable legal requirements.

16.3 City Events of Default. A City Event of Default shall mean a failure to remedy a breach of this Agreement by the City within sixty (60) days after written notice.

16.4 Club Remedies. Upon a City Event of Default, the Club may exercise any remedy available at law or in equity.

16.5 Dispute Resolution. Any controversy arising out of or relating to the application or interpretation of this Agreement may be settled by the assistance of a neutral party through binding arbitration. The place of arbitration shall be in Lebanon, New Hampshire. The arbitration hearing shall be held within thirty (30) days after the notice of arbitration is delivered by one party to the other party, unless otherwise agreed. In the event the parties are unable to agree on the arbitrator and/or on the scope of the issue(s) for the arbitrator to decide, then application may be made to the Grafton County Superior Court under RSA Chapter 542, or the dispute will be resolved in court.

Nothing herein relative to arbitration shall diminish or interfere with the right of either party to terminate this Agreement due to the default of the other party or to seek declaratory, injunctive and other relief in court.

16.6 Attorney's Fees. If either Party deems it necessary to enforce any provision of this Agreement by legal action of any kind, the prevailing party as determined by the court shall be entitled to the payment of its reasonable attorneys' fees, court costs and other costs for such legal proceedings.

16.7 Club Termination for Failure of Project Conditions. Notwithstanding anything to the contrary, the Club may terminate this Agreement upon written notice to the City, without penalty and without any obligation to commence or complete the Improvements or to provide completion security, if: (a) the Ground Lease for the SAU Property is not executed, terminates, or ceases to be in full force and effect; (b) the Club determines in good faith that the childcare center on the SAU Property will not proceed; or (c) any permit, approval, consent, or LWCF clearance necessary to construct or use the Improvements is denied or cannot be obtained on terms reasonably acceptable to the Club. Upon such termination, neither Party shall have any further obligation except those that expressly survive the termination of this Agreement.

Article 17. Miscellaneous

17.1 Choice of Law; City's Rights. This Agreement is governed by New Hampshire law. Nothing herein waives the City's right to assert protections, defenses, limitations of liability, or immunities authorized by contract, law, or otherwise; in the event of conflict, this provision controls.

17.2 Separability; Severability. Each covenant is independent. If any term or provision is adjudged invalid or unenforceable, the remaining provisions remain in effect.

17.3 Binding Effect. This Agreement binds and benefits the Parties and their respective legal representatives, successors, and permitted assigns.

17.4 Independent Status. The Club is not an agent, agency or department of the City, nor shall anything herein be construed as creating an agency relationship between the City and the Club.

17.5 Notices. Any and all notices, demands, or communications required to be given hereunder to the Parties shall be in writing and sent by certified mail, return receipt requested, or sent by recognized overnight delivery carrier and addressed as follows:

A. If to the City:

City Manager
Lebanon City Hall
51 North Park Street
Lebanon, NH 03766

B. If to the Club:

Executive Director
Boys & Girls Clubs of Central and Northern New Hampshire
55 Bradley Street
Concord, NH 03301

With copy to:

Orr & Reno, P.A.
45 S. Main Street
P.O. Box 3550
Concord NH 03302
Attention: Steve Weiner

17.6 Entire Agreement; Modifications. This Agreement constitutes the entire understanding of the Parties and supersedes prior agreements regarding its subject matter. Modifications require a writing approved by the City Council and the Club and signed by both Parties.

17.7 Authority. Each Party represents that it has authority to enter this Agreement and that the signatories below are duly authorized.

17.8 No Waiver of Governmental Immunity. Nothing herein shall be construed as a waiver of any governmental immunity, liability limitation, or defense available to the City. All indemnity obligations are limited to the fullest extent permitted by law.

17.9 Force Majeure; Tolling. The time for the Club's performance of any obligation under this Agreement, including the deadlines in Sections 6.2 and 7.1, shall be extended day-for-day for any delay caused by matters beyond the Club's reasonable control, including acts, omissions, or unreasonable delays of the City, delays in obtaining governmental permits and approvals (provided the Club is diligently pursuing the same), or LWCF clearance, litigation, weather, labor disputes, material shortages, casualty, or force majeure. The Club shall not be in default for any failure to perform to the extent caused by such delay.

17.10 Counterparts; Electronic Signatures. This Agreement may be executed in counterparts, each of which shall be deemed an original and all of which together shall constitute one and the same instrument. The Parties agree that this Agreement may be executed and delivered by electronic means, including via DocuSign or other electronic signature platform, and that electronic signatures shall have the same force and effect as original handwritten signatures. Delivery of an executed counterpart by email (PDF), electronic signature platform, or other electronic transmission shall be as effective as delivery of an originally executed counterpart.

[signatures continue on following page]

IN WITNESS WHEREOF, the Parties have executed this Agreement as of the Effective Date.

CITY OF LEBANON, NEW HAMPSHIRE, CITY

By: _____

Andrew Hosmer, City Manager

Duly Authorized

By vote of City Council on July 15, 2026

BOYS & GIRLS CLUB OF CENTRAL AND NORTHERN NEW
HAMPSHIRE, INC., CLUB

By: _____

Christopher Emond, Executive Director

Duly Authorized

Exhibit A
Concept Plan

DRAFT

t:\proj_2026\260042 boys & girls club - lebanon daycare - lebanon nh\internal\civil\concepts\260042_concept-03.dwg 5/12/2026 4:31 PM



DATE OF PRINT
MAY 12 2026
VERDANTAS

EXHIBIT

CONCEPT PLAN

No.	REVISION	CHECKED BY DATE	DESIGNED BY	CHRIS HERNICK
			DRAWN BY	
	PRELIMINARY NOT FOR CONSTRUCTION		CHECKED BY	
		PROJECT NO.		
		DATE		

176 NEWPORT ROAD, #8
NEW LONDON, NH 03257
PHONE: 603.877.0116

Agenda

Lebanon City Council

July 15, 2026

13. New Business:

13.E – Release of Collected Public School Impact Fees (2nd Quarter 2026)

Background

A Memorandum of Understanding (MOU) was developed in 2010 between the City and the School District for the quarterly transfer of collected Public School Impact Fees to the Lebanon School District for application toward the payment of debt on the (then) new Lebanon Middle School.

On October 12, 2021, the Planning Board authorized a broader use of Public School Impact Fees to include construction, renovation, improvement, or expansion of K-12 school buildings and related building systems, equipment, and furnishings. A revised MOU was developed and signed on November 22, 2021.

To date \$1,150,461.42 in impact fees have been disbursed to the Lebanon School District.

7/17/2013	\$83,690.78	11/6/2013	\$14,651.99	5/21/2014	\$19,407.00
8/6/2014	\$2,122.75	2/18/2015	\$723.00	5/20/2015	\$2,819.00
7/15/2015	\$1,627.50	11/4/2015	\$936.00	3/2/2016	\$3,156.00
5/18/2016	\$864.00	5/17/2017	\$5,230.00	12/6/2017	\$6,140.75
2/7/2018	\$41,262.70	9/5/2018	\$12,564.45	2/6/2019	\$1,833.10
8/7/2019	\$8,822.20	4/15/2020	\$40,432.02	7/15/2020	\$123,709.65
12/2/2020	\$57,567.42	1/21/2021	\$102,409.40	8/4/2021	\$12,695.86
1/19/2022	\$9,035.45	4/20/2022	\$3,216.15	10/19/2022	\$261,738.35
2/1/2023	\$2,185.00	4/19/2023	\$3,824.44	9/6/2023	\$3,142.57
11/15/2023	\$9,740.60	2/27/2024	\$6,341.26	5/15/2024	\$11,899.60
9/4/2024	\$140,359.34	1/22/2025	\$46,642.06	4/16/2025	\$25,345.80
7/16/2025	\$13,994.41	10/15/2025	\$21,646.65	1/21/2026	\$7,057.04
4/15/2026	\$41,627.13				

This request is for the City Council to authorize the disbursement of \$31,204.48 in collected Public School Impact Fees (through 06/30/2026) to the Lebanon School District.

Action

The Council is requested to take action on the following motion:

MOVED, that in accordance with Section 213.10 (Administration of Impact Fees) of the Lebanon Zoning Ordinance, and the November 22, 2021 Memorandum of Understanding between the City of Lebanon and the Lebanon School District, SAU 88, the City Council hereby authorizes the disbursement of \$31,204.48 in collected Public School Impact Fees to the Lebanon School District to be applied toward the construction, renovation, improvement or expansion of K-12 school buildings and related building systems, equipment, and furnishings.

Included in this Section:

1. Impact Fee Report as of 06/30/2026
2. November 22, 2021, Memorandum of Understanding between the City of Lebanon and The Lebanon School District, SAU#88

PUBLIC FACILITIES IMPACT FEES

	PAID BY/LOCATION	MAP/LOT/PLOT	School
5/4/2026	Rock Ridge PLN-25-833	74/3/1399	\$ 6,324.24
5/14/2026	Ronald Goodwin PLN 26-395	138/26	\$ 4,804.80
5/14/2026	Ronald Goodwin PLN 26-396	138/26	\$ 1,606.80
6/3/2026	Occom Path PLN 25-280	4/6	\$ 1,558.00
6/3/2026	Occom Path PLN 25-281	4/6	\$ 1,558.00
6/3/2026	Occom Path PLN 25-282	4/6	\$ 1,558.00
6/3/2026	Occom Path PLN 25-355	4/6	\$ 1,558.00
6/3/2026	Occom Path PLN 25-356	4/6	\$ 1,558.00
6/3/2025	Occom Path PLN 25-357	4/6	\$ 1,558.00
6/3/2026	Occom Path PLN 25-372	4/6	\$ 1,358.50
6/8/2026	Jesse Kuhn 2021-140	122/35	\$ 633.36
6/8/2026	Occom Path PLN 25-358	4/6	\$ 1,267.59
6/8/2026	Occom Path PLN 25-359	4/6	\$ 1,267.59
6/8/2026	Occom Path PLN 25-360	4/6	\$ 1,267.59
6/8/2026	Occom Path PLN 25-361	4/6	\$ 1,267.59
6/8/2026	Occom Path PLN 25-367	4/6	\$ 1,244.10
6/8/2026	Occom Path PLN 25-369	4/6	\$ 814.32
			\$ 31,204.48

<https://lebnhgov.sharepoint.com/sites/FinanceDepartment/Shared Documents/Finance Shared/IMPACT FEES/2026 Impact fees>

MEMORANDUM OF UNDERSTANDING
between
THE CITY OF LEBANON
and
THE LEBANON SCHOOL DISTRICT, SAU 88

WHEREAS, New Hampshire RSA 674:21,V authorizes municipalities to adopt impact fees to offset municipal costs occasioned by new residential and non-residential development, and

WHEREAS, New Hampshire RSA 674:21,V requires that a municipality have enacted a Capital Improvement Program pursuant to RSA 674:5-7 before adopting impact fees, and

WHEREAS, the City of Lebanon annually reviews and adopts a Capital Improvement Program, and

WHEREAS, the Lebanon City Council duly amended Section 213 of its Zoning Ordinance, adopting impact fees and authorizing the Lebanon Planning Board to assess impact fees on new development in proportion to its demand on the public capital facilities of the City of Lebanon and the Lebanon School District, and

WHEREAS, the Lebanon Planning Board commissioned Bruce C. Mayberry, working as BCM Planning LLC, to provide a foundation document justifying the basis for the assessment of impact fees and to provide a schedule of fees, and

WHEREAS, the Lebanon Planning Board on October 12, 2021 duly adopted a report entitled “City of Lebanon Impact Fee Update 2021, Basis for School, Recreation, Police and Fire Department Impact Fees”, dated August 30, 2021 and prepared by BCM Planning LLC (copy attached) and City of Lebanon Impact Fee Schedule 2021 (copy attached), and

WHEREAS, the Impact Fee Schedule 2021 assigns fees for School Facilities, Recreation Facilities, Police Department Facilities, and Fire Department Equipment and Apparatus, and

WHEREAS, through the adoption of the Impact Fee Schedule 2021, the Lebanon Planning Board authorized the use of impact fees collected for School Facilities to be applied toward the construction, renovation, improvement or expansion of K-12 school buildings and related building systems, equipment, and furnishings;

NOW THEREFORE, the City of Lebanon and Lebanon School District, parties to this Memorandum of Understanding, agree as follows:

1. The City of Lebanon shall collect and manage all impact fees pursuant to Section 213 of the Lebanon Zoning Ordinance and in accordance with the report entitled “City of Lebanon Impact Fee Update 2021, Basis for School, Recreation, Police and Fire Department Impact Fees”, dated August 30, 2021 and the City of Lebanon Impact Fee Schedule 2021, which

may be amended from time-to-time.

2. The City of Lebanon shall maintain all monies received as impact fees in separate accounts, each dollar identified by contributor, date received, and fund (School Facilities, Recreation Facilities, Police Department Facilities, and Fire Department Equipment and Apparatus).
3. The City of Lebanon shall transfer, once each quarter of the calendar year, all monies in the School Facilities Fund to the Lebanon School District.
4. The Lebanon School District shall apply all monies received from the School Facilities Fund toward the construction, renovation, improvement, or expansion of K-12 school buildings and related building systems, equipment, and furnishings.
5. The Lebanon School District shall provide an annual report to the City of Lebanon accounting for the use of such monies from the School Facilities Fund.
6. This Memorandum of Understanding shall supersede the prior Memorandum of Understanding between the parties executed on September 21, 2010 by Interim City Manager Leonard W. Jarvi on behalf of the City of Lebanon and executed on September 30, 2010 by Superintendent Gail E. Paludi on behalf of the Lebanon School District, SAU 88.

APPROVED BY:

City of Lebanon

DocuSigned by:
 11/22/2021
AE8C225904D9436...
Date

Lebanon City Manager

Title

Lebanon School District, SAU 88

DocuSigned by:
 11/22/2021
5D702A0EC4B6489...
Date

Superintendent, SAU #88

Title