Boston/
New England

Lebanon TAP
July 14-15, 2026

Urban Land Institute Boston/New England

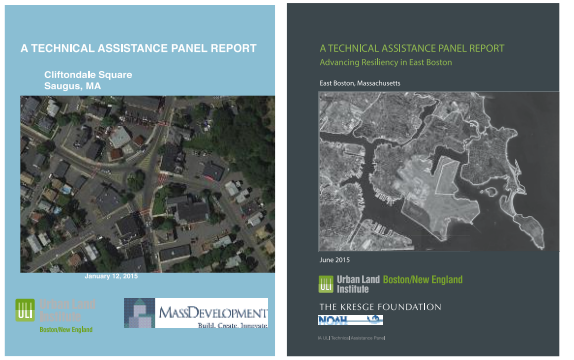
Terwilliger Center for Housing

NATIONAL LEAGUE OF CITIES
CITIES STRONG TOGETHER

About ULI – the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising nearly 50,000 real estate and urban development professionals dedicated to advancing the Institute's **mission of shaping the future of the built environment for transformative impact in communities worldwide.**







ULI at the local level

Boston/New England District Council covers nearly all of New England with over 1,200 Members—developers, architects, planners, public officials, financiers, students, etc.

Impact Lab

Accelerating Change in the Built Environment

OUR PURPOSE

The ULI Impact Lab transforms the built environment to create places that are affordable, healthy, sustainable, and resilient.

From insight → implementation → market-scale change

The Terwilliger Center for Housing

The Center is part of ULI' s Impact Lab

The Terwilliger Center for Housing works to **expand the supply of housing** to meet the needs of people of all incomes, ages and abilities.

Established in 2007 with a gift from longtime member and former ULI chairman J. Ronald Terwilliger, the Center's activities include technical assistance engagements, forums and convenings, research and publications, and an awards program.

The goal is to catalyze the production and preservation of a full spectrum of housing options.



The Wilder's design process embraced both the opportunities and limitations of working with an existing 1970s motel structure. (OpenWorks)

The Center was established in 2007 with a gift from longtime member and former ULI chairman, J. Ronald Terwilliger.

About NLC – The National League of Cities

The National League of Cities (NLC) is the voice of America's cities, towns and villages, representing more than 200 million people. NLC works to strengthen local leadership, influence federal policy and drive innovative solutions.

NLC NATIONAL LEAGUE OF CITIES

CITIES STRONG TOGETHER

Housing Supply Accelerator Challenge

The Housing Supply Accelerator Challenge is a nationwide network designed to accelerate the implementation of proven and innovative housing strategies and expand the supply of housing in communities across the country.

Participating communities will gain access to best practices, technical assistance, housing supply experts and a peer exchange.

Housing Supply Accelerator

A PARTNERSHIP BETWEEN NLC APA



Partnership

NLC NATIONAL LEAGUE OF CITIES
A CENTURY OF STRENGTHENING CITIES

Terwilliger Center for Housing

NLC's Housing Supply Accelerator Challenge

+

TC's Accelerating Housing Production Grants

→

Expanding the reach of both initiatives by supporting cities ready to tackle localized barriers to increase housing production

Technical Assistance Panels (TAPs)

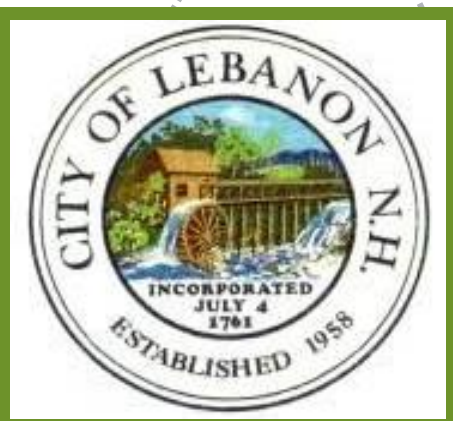
ULI Boston/New England is committed to supporting communities in making sound land use decisions and creating better places. A TAP brings together ULI members with a range of professional expertise to provide focused, collaborative consultation to a local government or qualifying non-profit organization. **All panelists have donated their time to participate on the TAP.**

TAP Impact on Communities:

- **82%** said their behavior and approach to **Municipal Planning and Economic Development Strategies** was affected
- **67%** said there were **increased municipal investments** related to the stated goals and recommendations of their TAP report.
- **62%** said at least **one key developable asset addressed in their TAP report had been redeveloped consistent with ULI Boston/New England recommendations**

Final Deliverable – Written report (10 - 12 weeks) will be available at http://boston.uli.org

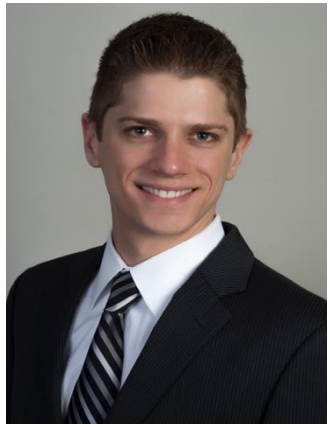
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ULI Terwilliger Center for Housing

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The Panel



Christopher Nolfi
Walker & Dunlop



Haril Pandya
SPARC



Jamie Simchik
Simchik Planning & Development
Panel Chair



Jason Denoncourt
Commonrise Ventures



Jennifer Hawkins
Avesta Housing



Jim Heffernan
Rich May, P.C.
Panel Chair



Kendra Halliwell
ICON Architecture

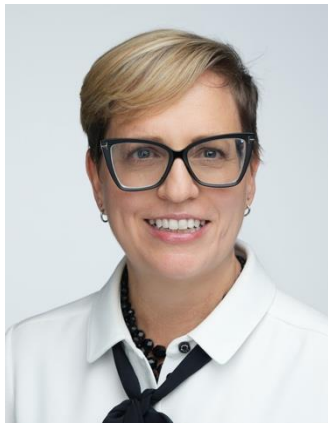


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The TAP Team






NOTICE
VIDEO SURVEILLANCE IN USE ON THESE PREMISES
Jeffrey

The Process

Briefing Meeting

Panelists received briefing information from the City of Lebanon including zoning, plans, past studies, current conditions, etc.

Site Visit

Panelists toured from Downtown to Barrows Street, Alice Peck Day Hospital to West Lebanon to Northern Lebanon including Centerra and Altaria, and Mount Support Road and the Hospital area, and back to downtown.

Stakeholder Interviews

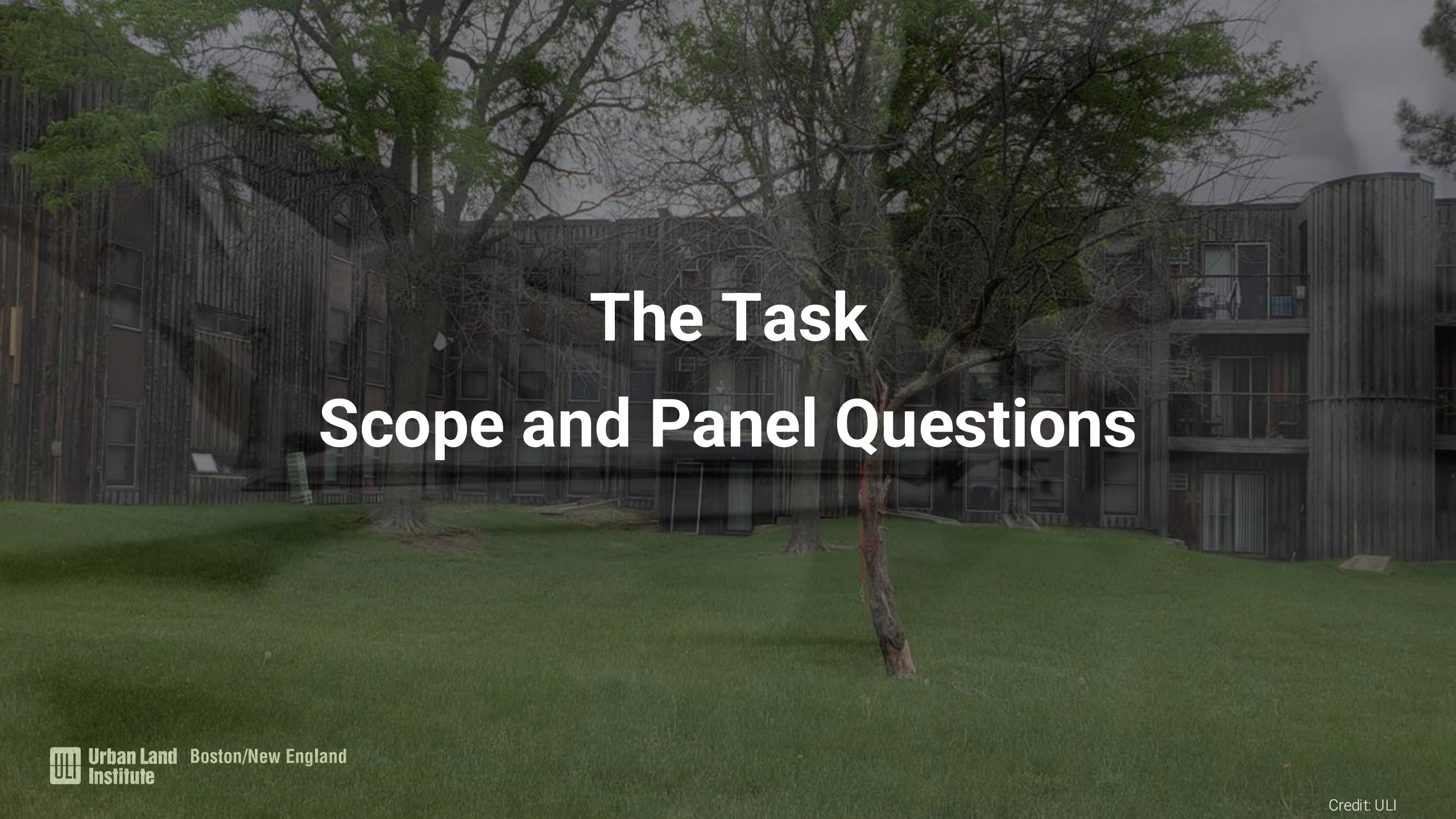
The panelists interviewed nearly 60 community members and public officials and other stakeholders to understand community needs.

Charrette

The panelists met in a closed-door session to explore all possibilities related to the assignment and develop recommendations.







The Task
Scope and Panel Questions

Urban Land Institute Boston/New England

Credit: ULI

Scope

Panel's Task

- The City seeks advice on **how to translate the Housing Plan** into specific actions, timelines, responsible parties, partnership models, financing strategies, and measurable outcomes.

- The panel is asked to review the City's existing work, **test its assumptions**, identify highly applicable case studies, and **help convert emerging priorities into an actionable roadmap**.

- **The goal is to focus implementation guidance** on how to increase housing production while preserving the qualities that make Lebanon a desirable, resilient—and livable community.

Jim

Key Questions Summary

Question 1: From Vision to Implementation: Roadmap, Capacity, and Accountability

Themes: implementation infrastructure, organizational capacity, governance, funding pipelines, accountability, sequencing, and peer lessons.

Question 2: Unlocking and Optimizing Limited Developable Property

Themes: optimization of limited developable property, landowner engagement, public-private partnerships, infill, public land, and conservation alignment.

Question 3: Preserving Attainable Homeownership and Local Housing Stability

Themes: preservation of attainable homeownership, outside investment pressures, rental conversions, displacement prevention, and housing stock tracking.

Question 4: Financing and Construction Models That Can Pencil

Themes: modular and panelized construction, public investment, financing tools, subsidy layering, employer participation, and development feasibility.

Question Detail

Question 1: From Vision to Implementation - The Roadmap

Lebanon has invested significantly in planning. With the Housing Chapter of the Master Plan nearing adoption, the City must now shift from defining goals to executing them. How can Lebanon build the implementation infrastructure, organizational capacity, governance structures, funding pipelines, and accountability mechanisms needed to deliver housing outcomes?

Question 2: Unlocking and Optimizing Limited Developable Property

Lebanon has very few substantial developable parcels, so every site counts. Downtown zoning already permits multifamily uses and increased height in certain areas, yet many long-term private landowners have not moved to develop. At the same time, the City, private landowners, Dartmouth Health, Alice Peck Day Memorial Hospital, and other institutions hold underutilized land. The Open Space Plan also sets a benchmark of 78% undeveloped land to 22% developed land.

Question Detail

Question 3: Preserving Attainable Homeownership in the Face of Outside Investment Pressures

Private equity acquisition and institutional long-term rentals, including housing for traveling medical professionals, are reducing the supply of housing available to Lebanon's resident workforce. Unlike many resort communities, short-term vacation rentals are not the primary pressure. The more significant local concern is conversion of existing homes or apartments into higher-return long-term rental assets that do not serve the resident workforce as well.

Question 4: Financing and Construction Models That Can Make Housing Pencil

Lebanon lacks the economies of scale that make conventional affordable housing financing easier in larger markets. High per-unit site costs, small project sizes, limited local development capacity, and infrastructure costs make it difficult to attract capital or complete projects through traditional models. Modular and panelized construction have emerged as potential strategies, but site work costs remain a major constraint regardless of construction method.



What did we see?


TruTeam


WEST LEBANON FIRE STATION


INTEGRATED
Site Work & Excavating
(603) 831-0759
BRX
CONSTRUCTION
603.624.7885
THE BRICKYARD
422 APARTMENT UNITS & 51 TOWNHOMES
NH'S FIRST C-PACE FINANCED PROJECT
APEX
LOAN SERVICING BY
nuveen


SCHOOL ADMINISTRATIVE UNIT 58










Claremont Savings Bank
Legacy
CIOFFREDI & ASSOCIATES
PHYSICAL THERAPY






NO OVERNIGHT PARKING









Opportunities and Challenges

Assets

1. Economic Hub of the Upper Valley
2. Community Resources
3. Economic Growth
4. Land Resources
5. Regional Collaboration
6. Housing Resources
7. Civic Pride

Assets

1. **Economic Hub of the Upper Valley**
    - 35,000 day-time population
    - 15,000 evening population
    - Providing valuable services to the Upper Valley

2. Community Resources
3. Economic Growth
4. Land Resources
5. Regional Collaboration
6. Housing Resources

Assets

1. Economic Hub of the Upper Valley

2. **Community Resources**
   - Quality Health Care
   - Public School System
   - Water & Sewer
   - Public Transportation – bus, local airport
   - Open Land – outdoor enthusiast heaven

3. Economic Growth
4. Land Resources
5. Regional Collaboration
6. Housing Resources

Assets

1. Economic Hub of the Upper Valley
2. Community Resources

3. **Economic Growth** primary drivers
   - Hospital
   - Bio Tech Investment
   - University

4. Land Resources
5. Regional Collaboration
6. Housing Resources

Assets

1. Economic Hub of the Upper Valley
2. Community Resources
3. Economic Growth

4. **Land Resources**
   - •City Owned Land
   - •Private Owned Developable Lots
   - •Balanced with Conservation Land

5. Regional Collaboration
6. Housing Resources

Assets

1. Economic Hub of the Upper Valley
2. Community Resources
3. Economic Growth
4. Land Resources

5. **Regional Collaboration -** demonstrated regional collaboration
   - Wastewater
   - Fire/Police Services
   - Vital Communities
   - Evernorth Upper Valley Loan Fund

6. Housing Resources

Assets

1. Economic Hub of the Upper Valley
2. Community Resources
3. Economic Growth
4. Land Resources
5. Regional Collaboration

6. Housing Resources
   - Housing Planning – thoughtful plan including:
     - Pattern Zoning
     - ADU Opportunities
     - And More

Challenges & Opportunities

1. Economic Hub of the Upper Valley
2. Community Resources
3. Economic Growth
4. Land Resources
5. Regional Collaboration
6. Housing Resources

Challenges & Opportunities

1. Economic Hub of the Upper Valley
   - Challenge: Commercial property tax revenue is flat - resulting in an increasing tax burden on residents

2. Community Resources
   - Challenge: Bond Liabilities – Water/Sewer ($80M) and new Firehouse ($26M)

3. Economic Growth
   - Challenge: Accelerated growth presents challenges to meet growth needs
   - Opportunity: Enhanced collaboration with DMHC and University

Challenges & Opportunities

4. Land Resources
   - Challenge: Incentivizing Private Owners to participate in development vision

5. Regional Collaboration
   - Opportunity: Expand collaboration with
     - Routine Collaboration with current programs
     - Expand Collaboration such as 802 Homes – standard plans

Housing Development: Fundamental Math Reality

Example of why a single-family home for an average-income buyer "can't pencil."

- Land Cost: $85,000 (.25 acre)
- Hard Costs: Stick-built construction at $325sf at 1200sf = $390,000
- Soft Costs (architect, engineering, permit fees): $75,000

Sub-total Total Development Cost = $550,000

+ developer profit (15%) $82,500

Total Development Cost = $632,500

The reality is....

- A family with a total annual income of $115,000 can afford a mortgage of ~$2675 per month
- With 5% downpayment at 6.25% interest, 30 years = $395,000 max loan ($415,000 sales price)

Housing Development: Fundamental Math Reality

A subsidy is needed to bridge the gap between what it costs to build and how much an average buyer can afford.

Total Development Cost = $632,500

Affordable Buyer's Price = $415,000

GAP: $217,500

To help an average homebuyer afford to purchase the home, there are 3 options

(1) Downpayment assistance to the buyer;

(2) Subsidize production; and/or

(3) Provide in-kind supports (i.e. free land, permitting waiver, density bonus, etc.)



Recommendations

Recommendations

I. Transparent Communication and Collaboration

II. Selection and Prioritization of Development

III. Execution



I. Transparent Communication and Collaboration

I. Transparent Communication and Collaboration

Internal Communication: Develop a more specific set of shared goals and objectives

- **Define** SMART (Specific, Measurable, Achievable, Relevant, Time-bound) Goals
- **Identify** development solutions
  - Costs/Benefit of various housing types
- **Focus** on Key Sites/Opportunities for development
  - E.g. Central Business Districts and Emerging North Leb, other areas?
  - Near services is important (Existing Infrastructure, Utilities, Bus Lines, Shopping)
- **Consider Trade Offs**

I. Transparent Communication and Collaboration

Demystify and Clarify Processes, e.g. “how to get a permit” for residents, property owners and developers

- On web, applications, permit fees, checklists
- Communications process, publications
- Market desired projects / goals to the development community
- Develop shared vocabulary or terms (minor versus major projects)
- Development and Design **guidelines** (sustainability, passive house, LEED, Adaptive reuse, Development footprint <zoning>, visual aesthetic)

I. Transparent Communication and Collaboration

External Communication: Broaden community consensus around needs and priorities

- **On-Going Engagement** and consensus building
  - Residents
  - Development Community
  - Hospital
  - College
  - Regional Partners
- **Align on prioritized needs** (access, location, community benefits)
- **Analyze** status quo versus alternatives

I. Transparent Collaboration and Communication

Strengthen communications with the public and development community

- Accountability of dialogue and process
- Market the vision and master plan to the community
- Clear consistent outreach and engagement
- Social media, additional city meetings, TV, YouTube etc
- Develop a clear storyline that explains why development is needed and what the plans are
- Assign a Development Liaison/Project Manager to manage through the process



II. Selection and Prioritization

II. Selection and Prioritization

- The Housing Chapter articulates a shared set of goals and objectives to guide development.

- The next step is to select and prioritize areas of focus for future development in the 3, 5-, and 10-year periods and the kinds of steps the City will take to support development in those areas.

- Provides a further opportunity for engagement with public and City Council

Development Plan / Roadmap

- A **development plan** identifying specific areas the City plans to focus its planning efforts on in the next 3, 5 and 10 years
- Gives the public the **context** they need to understand and appreciate new development proposals as they come forward
- The development plan also includes a summary:
  - The community's **overall vision** for development
  - The **rationale** for development
- For example, the development plan could describe how the City plans to expand development in each of **five focus areas**.
- Some development plans list **specific properties** available for development (whether city- or privately owned. See next slide for example)

FOR DEMONSTRATION PURPOSES ONLY



Develop a shared understanding of how to influence development outcomes

Who needs to have shared understanding.

Individuals may include: City Manager, Mayor, Planning Director, Chair, Planning Board

Identify the "menu of incentives" the City has control of. Examples may include:

- Disposition of City-owned land at free or reduced cost
- Land banking of key parcels to shape future development
- Property taxation that aligns with goal of accelerating production of housing (i.e. 10 year tax stabilization agreement for adding an ADU or duplex)
- Capital subsidies in return for a desired community benefit (i.e. reduced sales price)
- Expand "by-right" zoning for the type of housing you want to build
- Density bonuses and administrative variance approvals

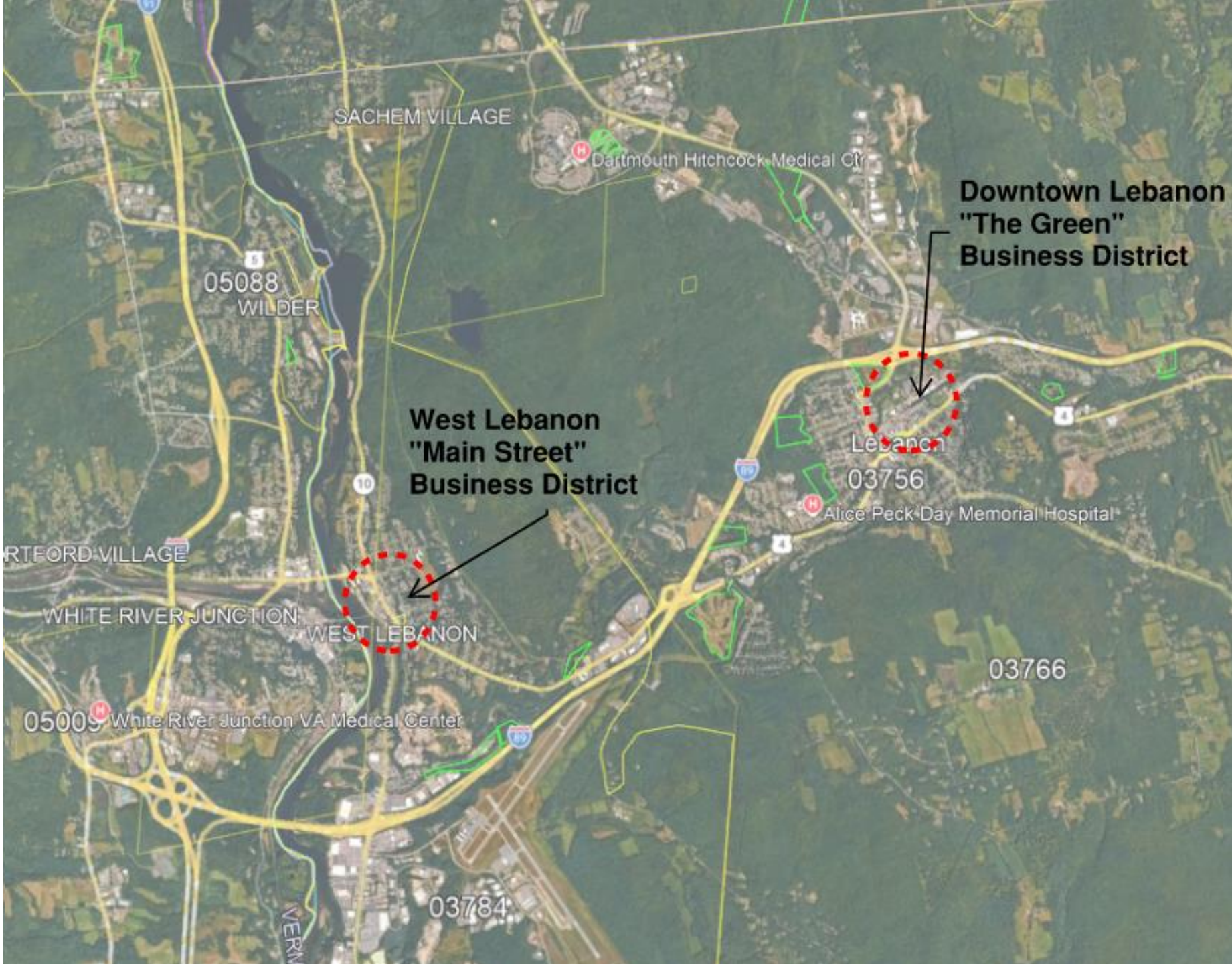
Develop a shared understanding of how to influence development outcomes

- Articulate clearly what the City wants from new development
- Negotiate with developers to get what you want
- Empower Planning Department and Planning Board to deliver incentives to achieve City's housing goals.
- Test assumptions. Ask small, local developers to evaluate the "menu of incentives" and describe what would help and why. Refine incentives accordingly.

Primary Focus Areas

- Downtown Lebanon:
  - City Lot
  - Pedestrian Mall
  - Frame the Green

- West Leb Main Street
  - City Lots
  - Fire Station



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Secondary Focus Areas

- Northern Lebanon
  - Centerra and adjoining office parks
  - Adjoining hospital
- Starr Hill
  - Opportunity for homeownership
- Plainfield Road
  - 12A
  - Interchange Drive



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Housing Choice

- Single Family + Duplex
- Low Rise + Townhomes
- Multifamily Buildings

**any may be homeownership*



Single Family + Duplexes



Low Rise Multifamily or Walkup



Multifamily 4-Story Midrise



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Building Typologies

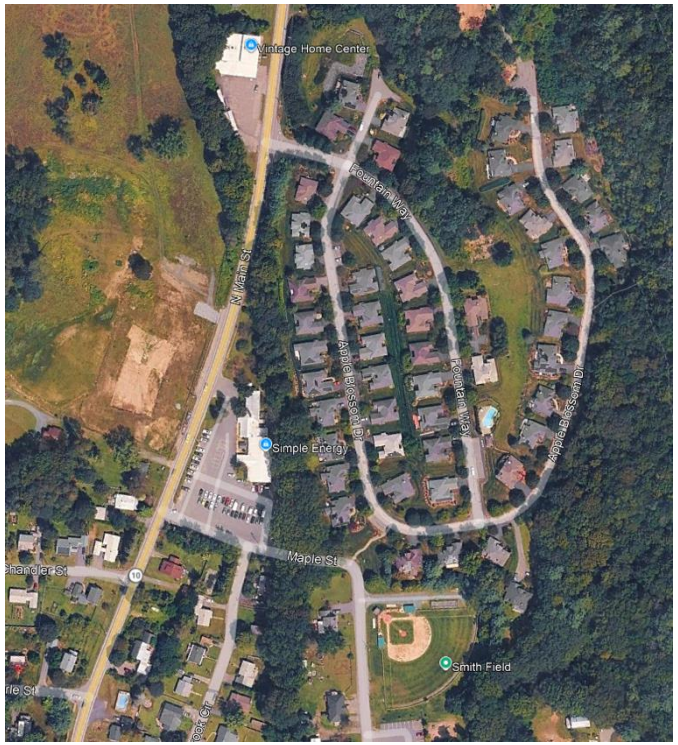
- Pattern Zoning
  - The City has made good progress in developing **pre-approved plans** that will help individual owners and developers to increase infill development. Hopefully, uptake will grow as plans are adopted and released.
  - Consider adopting some of the plans that Vermont is developing through its **802 Homes** Initiative. These are 10 home designs that incorporate a New England aesthetic. Having the same plans adopted in both states will help with economies of scale
- **Offsite Construction** – To lower per-unit costs, consider ways to achieve greater economies of scale:
  - Bulk / regular purchases of standardized modular units
  - Use of high-end manufactured homes like CrossMods



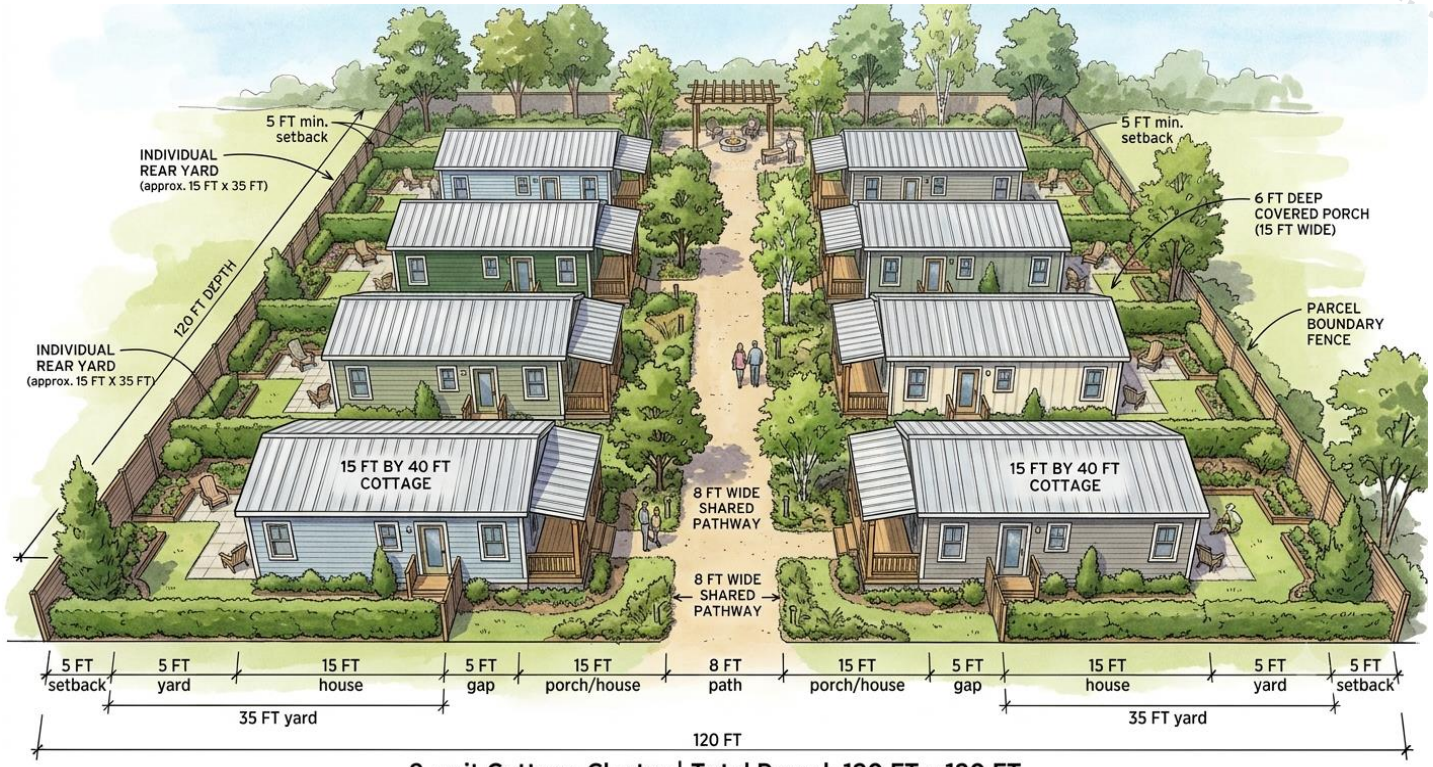
CrossMod Home (about $250K) in Syracuse

Building Typologies

- **Consider developing smaller homes in compact neighborhoods** that allows older adults to move into smaller units and make their current larger homes available for families to thrive



River's Edge, Lebanon, NH



8-unit Cottage Cluster | Total Parcel: 120 FT x 120 FT

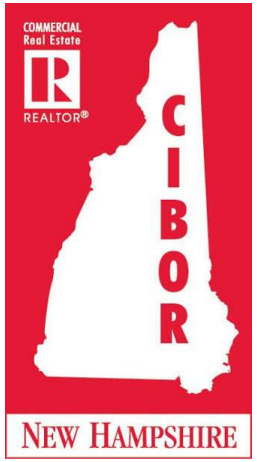


III. Execution

III. Execution

- Engage in concerted program of outreach to attract diverse base of developers and builders (liaison, open house, tours, etc.)

- Empower a staff member to attend industry events to attract interest from developers, builders and investors









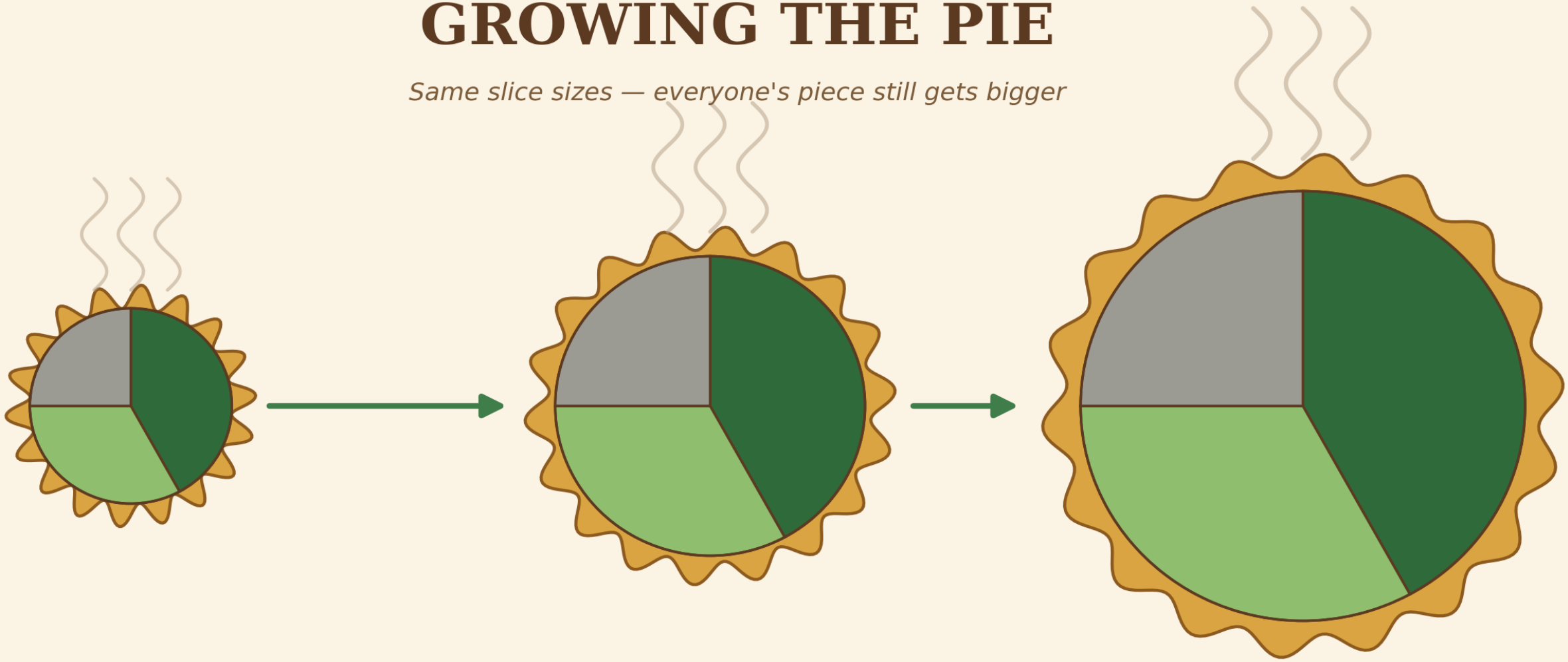


III. Execution

- Engage an outside consultant to create and facilitate RFP process
- Pursue concurrent and predictable approval process across City departments with a specific staff member to lead process
- Allow for administrative review/approval of projects of certain sizes, such as fewer than 4 units or ADUs

GROWING THE PIE

Same slice sizes — everyone's piece still gets bigger



III. Execution

- Regional opportunities
  - Establish Upper Valley municipal regional collaboration, that meets regularly, growing out of existing conversations around infrastructure and emergency services
  - Train larger base of building trades
  - Work regionally for bulk purchase of off-site construction homes to benefit from economies of scale

CAPE COD COMMISSION

Middlesex 3 COALITION

HACTC



III. Execution

- Regional opportunities
  - Create development entity to specialize in developing workforce housing for 100-140% of AMI without need for subsidies capitalized with funding from regional employers.
  - Focus on development sites around existing regional infrastructure such as water, sewer and transit
  - Regularly prepare regional housing needs study

evernorth
Investing in communities. Building possibilities.

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ADVANCE TRANSIT

SRPC REGIONAL HOUSING NEEDS ASSESSMENT

Case Study: NIMCO Parcel, RFP Preparation

Scope of Services and/or Deliverable(s)

- A limited public outreach/engagement
- Limited stakeholder engagement within the community to develop the proposal. The retained architectural firm should outline a specific number of meetings to achieve the goal of developing a mutually agreed upon plan/study with community input and proper consensus on a concept plan that will be the preferred alternative.
- Technical memo from a real estate professional who can articulate the highest and best use of the land “as is”. There will be limited information initially and this memo should be approximately two or three pages. The purpose of the memo is to describe the use and magnitude of development based on the current market conditions what would be economically feasible.
- Develop 3 Concept Plan(s)



Figure 5.4 Option 4

The Study will consist of the following:

- Initiate code, zoning, and site analysis
- Develop site plan layout diagrams including required street, curb, and intersection upgrades if necessary
- Develop Program Plan including spacing with a floor plan
- Develop massing studies
- Develop Elevation studies/renderings
- Develop and confirm space and program requirements are achievable w/ legal/civil engineering review
- Based the Selected Preferred Alternative Develop A Cost Estimate
- Provide Design Guidelines

Case Study: NIMCO Parcel Response

5 PUBLIC REALM

The public realm consists primarily of the publicly-owned street rights-of-way and other accessible public open spaces. While buildings are important visual elements, the physical design of this urban design element plays a critical role in establishing a district's character, identity and function.

Both Master Plans (2000 and 2021), the Riverfront Development Plan (2017) and the Bicycle and Pedestrian Project (2020) summarize the City of Nashua's aspiration to design and maintain a public realm that enables safe mobility for all users. While the City's existing open spaces and trails offer a strong foundation from which to envision pedestrian improvements, in the case of the Millyard, there is lack of connectivity to other districts such as Main Street. The following guidelines consider two missing walk-ability factors in the Millyard's public realm: safety and comfortability. While the district offers interesting destinations and reasons to walk, elements such as tree shading, safe crosswalks and way-finding will enhance the district's pedestrian experience.

8 PREFERRED OPTIONS



Figure 8.1 "Most Dense" Option Site Perspective



Figure 8.2 "Least Dense" Option Site Perspective

Most Dense
One Building

Least Dense
Three Buildings





Implementation Timeline

Short Term Recommendations

- Complete pre-approved plans for **pattern zoning**; consider adopting some of the 802 Homes plans.
- Engage consultant to develop **plan for downtown development** on city-owned parking lot that can be incorporated into future RFP
- **Revise zoning** for commercial parks to expand opportunity for residential development, with accompanying design guidelines to ensure you get the type of housing you want
- Improve **internal coordination** on development proposals
- Clarify **development process**, especially for homeowners /small developers

Medium Term Recommendations

- **Issue RFP** for development on city-owned parking lot in downtown Lebanon
- Engage in developer/builder/investor **outreach to expand pool of development professionals** working in Lebanon
- Develop and implement a process for broadening **community consensus** around development
- Create a development plan that identifies **specific prioritized development opportunities**
- Identify sites for a pilot initiative to test use of offsite construction strategies that incorporate greater **economies of scale**

Long Term Recommendations

- Take steps to **promote development** in each of the areas in the development plan, incorporating best practices for **using the city's leverage** to get the type of development it wants
- **Build regional institutions** and collaboration to support area's development needs
  - Regular dialogue between municipalities
  - Work with employers to raise funds to capitalize new workforce housing developer



Q&A

Lebanon TAP
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