

9|D-2b **Scenic Roads and Gateways.** Many of Lebanon’s highways are still scenic and should remain so. Effort should continue to support the City’s Scenic Roads Ordinance, and to encourage citizen input via petition identifying and designating more local scenic roads. Care should be taken when the City works on scenic roads, and stone walls and significant trees along these roads should be preserved. While balancing public safety concerns with rural design can be challenging, it is important to design standards for scenic roads that compromise neither safety nor local character. The City should begin to set design guidelines for the visual landscape.

Scenic roads will also be protected by directing commercial and residential development towards already developed areas. When development does occur along the City’s scenic corridors, it should be appropriately sited and screened so as to reduce its negative visual impact. Green buffers, conservation design, and landscaping in harmony with the natural and historic features of the landscape, all contribute to preserving scenic values. A flexible scenic corridors overlay district would help protect the City’s character from inappropriate development and land uses.

In addition, the Code of the City of Lebanon, Chapter 134, is known as the “Scenic Road Ordinance (No. 59)” and was adopted in 1989. This bylaw was enacted pursuant to RSA 231:157 and 231:158 and RSA 47:17 and is a separate program from the state’s Byway program. The purpose of this chapter is to maintain the character of the landscape along the City’s highways and to promote the visible natural and historic features along rural roads. The local scenic roads are designated by City Council via petition, upon which tree and stone wall impacts or new surfacing within the designated corridor becomes restricted, requiring public hearing by the Planning Board and/or Council. The City of Lebanon has designated Sunset Rock Road, one of the segments on the proposed Byway extension route, as a local Scenic Road.

In 2017, the Byway Committee published the [Corridor Management Plan](#) as a guiding document for current and future projects concerning development along the Byway Corridor. The CMP includes a shared vision, inventory of important sites and resources, documentation of past and current efforts to protect and enhance the Byway, and strategies to implement and improve management needs.

The common ground between the Master Plan, Scenic Road Ordinance, and CMP is that the City of Lebanon values the protection and enhancement of corridors— whether informal gateways, local scenic roads, or state designated byways—in the community that contribute appreciably to character and sense of place, directly to activities that thrive along them, and oft times indirectly to the properties that abut them.

III. Resources/Intrinsic Qualities

There are 6 categories of Byway inventory criteria. The proposed Byway extension in Lebanon covers all 6 via the following examples, and more may be identified in the final application for an extension. The general definition of a byway’s corridor is the area visible from the roadway, so important destinations that tell the Byway story, but which are not directly on the current Byway route, like Lebanon’s historic downtown, would be better linked by this extension.

EXAMPLES OF INTRINSIC QUALITIES (PROPOSED EXTENSION IN LEBANON) INCLUDING PRIMARY  QUALITIES & THOSE WITH REGIONAL SIGNIFICANCE 	SCENIC	CULTURAL	HISTORIC	RECREATIONAL	NATURAL	ARCHAEOLOGIC
Mascoma Watershed (The River has multiple Byway crossings and access points along the NRT, with scenic mountains and forests in the fore- and background. The 1,500-acre Lake, a part of the Mascoma River, is the City of Lebanon’s drinking water, a major recreational resource in the region, and is an important reason why the Shaker’s settled here in Enfield. The lake in a very direct way drove much of the early economic development of Lebanon because it provided a reliable water source to power the many mills that were developed.)  	X	X	X	X	X	
Lebrun Meadow (located to the east of 558 Dartmouth College Highway/Route 4, abutting Mascoma Lake and NRT; 22-acre parcel owned by the City of Lebanon, with conservation easement held by the Upper Valley Land Trust, established for watershed protection and also popular birding area)	X			X	X	
Local Scenic Roads per City Ordinance (e.g., Sunset Rock Road)	X					
Mill Road / Class A recreational trail (including floodplain reserve ; accessible from Byway corridor via NRT connections at Route 4/4A intersection, Bank Street Extension access or from downtown Lebanon) 	X		X		X	
Mill Parcel (and potential additional sites per pending NH Division of Historic Resources/City of Lebanon Mills Study)			X			X
Roadways (Sunset Rock, Hardy Hill, Bank Street Extension, Bank Street) appropriate for cyclists/runners and walks, including some with sidewalks and bike lanes)	X		X	X		
Numerous buildings with Historic Landmark Designations along Bank Street and North Park Street, such as the W.G. Walker Farmhouse at 42 Sunset Rock Road, Soldiers’ Memorial Building, and Shepard Chellis House , per the City’s Landmark program . See Attachment, Reference C.	X	X	X			
Bakers Crossing Conservation Area (at Hardy Hill Road and Riverside Drive)	X			X	X	
Packard Hill Covered Bridge (at Hardy Hill Road and Riverside Drive)	X		X			
Pat Walsh Park and Ice Rink (on Bank Street Extension)				X		
Northern Rail Trail (NRT) (at Bank Street Extension and Bank Street). In 1999 the entire corridor was determined eligible for the National Register of Historic Places.  						
Colburn Park / Colburn Park Historic District, (certified by the National Register of Historic Places and the site of many of Lebanon’s cultural activities and Heritage features, as well as other recreation like Valley Quests). The District area includes: AVA art center, Lebanon Opera House, Farmer’s Market, Upper Valley Music Center, Carter Mansion, Soldiers’ Memorial Building, park-area fountains, a thriving retail Mall, City Hall, a public library and post office, as well as other attractions. 	X	X	X	X		
Other historic properties with potential for National Register listings/similar documentation per the City of Lebanon’s 2016 Historic Resources Survey . See Attachment, Reference G.			X			

These various elements share their origins in the Mascoma River's history as a trade route and continuously regenerative resource; it is envisioned that the Byway's logo could incorporate the river as a theme.

The Lebanon portion of the Byway and proposed extension offers year-round experiences for a multitude of users between the public roadways, trails and river. These include regular local commuters and trail recreationalists (cycling, car, snowmobile, walking/running, birding, fishing, swimming, Nordic skiing), tourist traffic en route to the Mascoma Lake area or Lebanon's arts and culture amenities, fall foliage observation, and opportunities to sample local food/agriculture. The majority of the above activities peak during the warmer months.

IV. Impacts

- **Development**

- The CMP is a helpful guide for local land use boards to refer to when considering the impact of development projects on the Byway as relates to community character. Extension of the City of Lebanon's stake in the Byway will boost its ability to have a positive impact on development, in addition to the expanding the scope of what can be 'marketed' of the Byway for property investment and tourism.
- The Byway does not have utility/telecommunications, plantings, illumination, tree removal, stone wall maintenance or similar requirements.
- The Byway designation is not a zoning and site plan regulation although landscaping standards would benefit the City's appearance, especially along gateway corridors, scenic roads and notable areas of natural/rural character and heritage.

- **Marketing**

- The Byway committee will establish a logo for and evaluate signage options.
- Information is posted on visitnh.gov; RPC will fill out details and share the Byway logo.
- All wayfinding/informational signage established by the City whether on the local route or state road portions of the Byway must be bought and maintained by the City. The Byway Committee has jurisdiction over signage placement, with consultation to appropriate municipal departments and bodies, such as the Department of Public Works, as well as to abutting property owners. A best management practices is for the municipality to identify locations, purchase signs (cost approximately \$22 per sign, not including the post, from the state prison system), request installation by DPW or volunteers, and then proceed with maintenance. A City MOU with DOT is required to be signed by the Byway Council in order for DOT to approve of the signage standards applied. Signs in City ROW are fully up to the City and Byway representatives to maintain; any signage placed in state ROW requires prior approval.

- **Education**

- The Committee will work to improve and share a document with the locations of historic sites and buildings, natural and scenic areas and recreational resources year-round.
- The Committee will work with Heritage Commissions and Conservation Commissions to raise awareness and educate the public of preservation and conservation Tips and Techniques.

- **Economic**
 - See Attachment, References D and E. The economic value of a byway to residents and businesses can include higher property values, encouragement of positive community development, and higher local income such as related to increases in tourism spending.
 - The less direct, but still valuable, psychological value of a byway stems from the impact that a rich, stimulating scenery has on one's overall satisfaction and happiness.
 - Alternative connectivity as a route for those seeking safe multimodal routes and recreational opportunities en route.
 - Byways can attract financial resources. As an economic tool, the Byway can help to garner community improvement funding that would be applicable to the extended segment. For example, the Northern Border Regional Commission has potential grant opportunities in the future. Grant funding is a Byway strategy that could augment bike/ped improvements, signage, historic site access and preservation, and mapping.
- **Environment & Stewardship.** Benefit from having a defined protected area and increased public pride and ownership over a place (or area, i.e., the byway) that has a recognized name. The Byway's scenery is valued for
 - Visual Amenities
 - Recreational Amenities
 - Ecological Preservation
 - Community involvement. The City can encourage local garden clubs and civic groups to lead annual clean-ups and to add and maintain plantings along the Byway (note that the DOT already maintains a planted wildflower area at the junction of Routes 4 and 4A, for example).

NEXT STEPS

Based on the information above, and on behalf of the Enfield Shaker Village Scenic Byway Committee, staff recommends that the City Council schedule and hold a public hearing to receive input regarding potential support for the proposed Byway expansion. Draft motion for the Council's consideration on August 15, 2018:

The Lebanon City Council hereby accepts the premise and route for the proposed extension of the Enfield Shaker Village Scenic Byway into Lebanon, as identified in the August 15, 2018, City Council Agenda Packet, and authorizes the Enfield Shaker Village Scenic Byway Committee to submit an application for the extension on behalf of the City.

In the time between the Council's discussion and public hearing on this topic, staff will coordinate with co-applicants, the UVLSRPC and representatives from the Town of Enfield, to obtain additional feedback and support. The current status of outreach includes:

- Chamber of Commerce and other community partners who wish to support cultural assets and activities along the Byway (to be determined)
- Heritage Commission. At the regular meeting of July 11, 2018, members review the topic and moved to support the Scenic Byway [extension] Application. The motion pass 6-0.
- Conservation Commission. Review of topic is scheduled for August 9, 2018, at which time a decision of support may be made.
- Pedestrian and Bicyclist Advisory Committee. Review of topic is scheduled for August 7, 2018, at which time a decision of support may be made. Includes representation from the Northern Rail Trail organization.

If the application proceeds with authorization from all stakeholders required, and upon approval of the application by NHDOT, the Byway Committee will run a Byway logo contest through the local high schools. Contest standards have been drafted per the state's signage criteria. Once a logo has been vetted by appropriate audiences and chosen, signage procurement and placement will be considered, and the City will file its MOU with NHDOT. CMP implementation of the existing Byway will advance via regular Byway committee meetings and may require amendment to incorporate an expanded route designation.

ATTACHMENTS / REFERENCES

- A. DRAFT Map of Existing and Proposed Byway Route – see <https://www.lebanonnh.gov/DocumentCenter/View/7153/Scenic-Byway-Map-and-Proposed-Extension>. Not shown: proposed route includes full perimeter of Colburn Park. First image shows just the proposed expansion area in Lebanon.



[Village-Scenic-Byway](#)

- B. Historic Landmark Designations (2015 and prior) along the proposed Byway extension in Lebanon. Note that per recommendation of the Heritage Commission, the Byway program could enable individual properties to opt out of having their site identified on route maps shared in the public realm, such as for marketing, although designations are otherwise available public record.

Property Name	Map/Lot	Street No.	Street Name	Current Owner	Designation Date	National / State Register
Campbell-Carter Mansion	92-66	1	Bank Street	Marion J. Carter Trust	1997	Natl Reg. - 1986**
Cooper-Dwinell House	92-91	94	Bank Street	W. Grant & Anne D. MacEwan	1997	
H.W. Carter & Sons Factory	92-67	11	Bank Street	Community Gallery, Inc.	1998	
C.C. Benton House	92-124	14	Bank Street	David L. Polli	1998	
Craigen House	92-70	21	Bank Street	Lawrence V. & Sharon A. Guaraldi	1998	
Oulette House	92-121	26	Bank Street	26 Bank Street, LLC	1998	
Albert M. Shaw House	92-113	50	Bank Street	Robert K. & Lucy H. McLellan	2002	
Shepard-Chellis House	92-109	64	Bank Street	Daniel B. McGee	2002	
Ziba Alden House	93-54	191	Bank Street Extension	C. Harrison Trumbull	1999	
East Side Toll House	93-62	219	Bank Street Extension	Helene Williams	1999	
274 Bank Street Extension	109-44	274	Bank Street Extension	Christopher & Virginia DeMartine	2012	
Sartwell-Small House	82-12	516	Dartmouth College Highway	David & Betty Jane Prime	2002	
The Simeon S. Post House	54-33	515	Dartmouth College Highway	Kathy Cole	2014	
Lebanon Public Library	92-126	9	East Park Street	City of Lebanon	1997	Natl Reg. - 1986**
MacLeod House	80-20	91	Hardy Hill Road	Lawrence A. MacLeod, Trustee	1997	
Sprague-Chapman House	80-7	53	Hardy Hill Road	William F. & Carole O. Chapman	1999	
Palazzo House	80-10	71	Hardy Hill Road	Gay L. Palazzo, Trustees	2009	
The Mill Parcel	n/a		Mill Road	City of Lebanon	2008	
Soldier's Memorial Building	92-13	31	North Park Street	City of Lebanon	1997	Natl Reg. - 1986**
Lebanon City Hall	91-246	51	North Park Street	City of Lebanon	1997	Natl Reg. - 1986**
Willis House	92-7	2	South Park Street	Willis House Partnership, LLC	1997	Natl Reg. - 1986**
Wood House	92-8	4	South Park Street	W. Myric & Lois Wood, Jr.	1997	Natl Reg. - 1986**
Kendrick-Wood Brick House	92-10	8	South Park Street	Eight South Park Associates	1997	Natl Reg. - 1986**
First Congregational Church	91-249	10	South Park Street	First Congregational Church of Lebanon	1997	Natl Reg. - 1986**
W. G. Walker Farmhouse	80-17	42	Sunset Rock Road	Arthur E. Sauvigne	2010	
Whipple-Pulsifer Building	91-233		West Park Street	MTS Development Corp	1997	Natl Reg. - 1986**
National Bank Block	91-232	20	West Park Street	20 West Park, LLC	2010	Natl Reg. - 1986**

**NOTE: Contributing structure within Colburn Park Historic District added to National Register of Historic Places in 1986.

- C. [A Review of Impact Studies Related to Scenic Byway Designation](#). This study looked at 21 corridors and found, the following. Also see "Figure 1. Framework for Distinguishing..."

- Increase in Annual Traffic; one study for three byways; Range of Results = 3.4% to 20% increase due to byway designation.
- Visitor Group Spending Per Trip; one study; Value = \$104 per trip.
- Visitor Group Spending per Day; three studies for five byways; Range of Results = \$50 - \$188.
- Extra Visitor Spending with a 1% Increase in Vehicle Miles Traveled; one study; value = \$65,000.
- Jobs per \$1 million in Visitor Spending; six studies; Range = 19 to 33 jobs.
- Total (New) Business Sales; five studies; Range = \$.074 million to \$1,450 million.
- Tax Receipts per \$1 Visitor Spending; five studies; Range = \$.045 to \$.08.

- Willingness to Pay; two studies; Values = \$.076 per car in one study and \$1.06 in annual sales tax in the other study.

D. FHWA FAQ

The economic impact tool enables the user to measure impacts from a specific one-time economic event or ongoing economic activity. Some of these costs and impacts related to the economy for a region of interest might include the following:

- Investments in capital projects related to preserving the byway's intrinsic qualities (for example, acquisition of priority properties, construction of scenic overlooks and visitor centers, and rehabilitation of historic buildings)
- Private investments in properties or businesses that are at least partially influenced by the presence of a byway
- Ongoing operating expenses incurred by byway groups and their partners (for example, paying staff or purchasing goods and services from vendors in the region)
- Additional spending in the region generated by residents who choose to travel to visitor sites within the region instead of spending money in other locations
- Employment and wage growth cited by businesses and sectors as stemming from quality of life improvements related to the byway
- Property value appreciation along the byway corridor resulting from preservation and development activities
- Property, sales, lodging, and income tax revenues generated for municipal, county, and State governments that then are reinvested in the region

One important feature of the tool is the "but-for test." To help ensure that users do not inadvertently exaggerate economic activity attributable to a byway, the tool employs a test that asks users to answer the following statement: "To what extent can I truthfully and defensibly assert that but for the existence of the byway and our organization's activities, this economic event would not have occurred?"

- E. Photographs (forthcoming via <https://www.lebanonnh.gov/1205/Enfield-Shaker-Village-Scenic-Byway> and to be included in the Byway application)
- F. City of Lebanon's [2016 Historic Resources Survey](#)
- a. See pages 448-451 regarding the Hardy Hill survey area. For example:

Architectural Composition of the Area

The Hardy Hill survey area has a range of residential architecture with examples from the late 18th and early 19th centuries such as the early taverns (Ziba Alden House, 191 Bank Street Extension/LEB 61, 1823 Federal Style brick center hall & Zaddock Packard home/tavern, 42 Sunset Rock Road, 1780 Georgian style double house), an early toll house (219 Bank Street Extension/LEB 63, c. 1800 cape, altered), a very simple two story house reportedly built by the Shakers in 1800 and moved here in 1914 (151 Bank Street Extension/LEB 58, altered), simple c.1780 cape and barn at 274 Bank Street Extension; a c. 1791 plank Federal style cape (52 Hardy Hill Road), a c.1790 Dutch Colonial (91 Hardy Hill Road) and Federal Style center hall farm houses (9 Eagle Ridge, c. 1800/1860 ; 71 Hardy Hill Road, c.1810; and 23 Riverside Drive, 1823). There are also some good and some altered examples of the Greek Revival style (D. Storrs House, 179 Bank Street Extension/LEB 59, c.1840, and 40 Hardy Hill Road, c. 1850) and the Gothic Revival style (Daniel Hardy House ,229 Hardy Hill Road, c. 1850, altered) and a fine example that incorporates both Greek and Gothic Revival elements at 190 Bank Street Extension (Howard Benton House/LEB 60, c. 1820/1850). There is some local question about whether this could have been designed by Ammi B. Young that deserves further research.

The buildings added through the rest of the 19th century that remain in the area are very simple, vernacular homes such as 60 Hardy Hill Road, c. 1890, and a variety of farm buildings. There are several good examples of barns including a c.1800 English Barn at 274 Bank Street Extension; a farm complex with a large gable front bank barn with other attached and detached 19th and 20th century barns and sheds at 9 Eagle Ridge Road; a 19th century English Barn turned bank barn at 14 Stevens Road; large 20th century ground level stable barns at 71 Hardy Hill Road and 1 Dorset Road; and a small gambrel roof c. 1900-20 stable at 40 Hardy Hill Road.

The beginning of the 20th century brought growth to the southern part of the survey area, including the c.1924 American Excelsior plant (250 Bank Street Extension, a fairly simple example of brick industrial architecture) as well as concentrated small scale residential