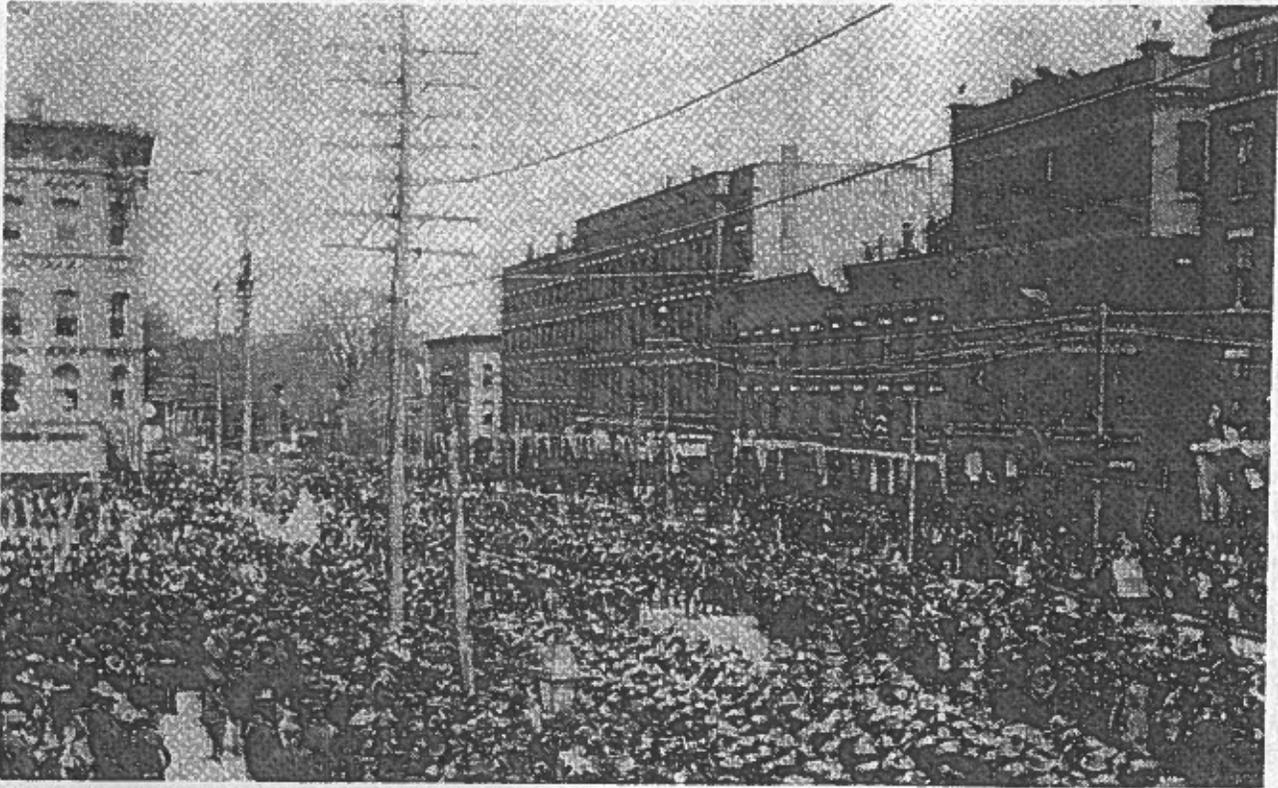

A Master Plan for the Downtown

City of Concord, NH

Task 5

Development Plan



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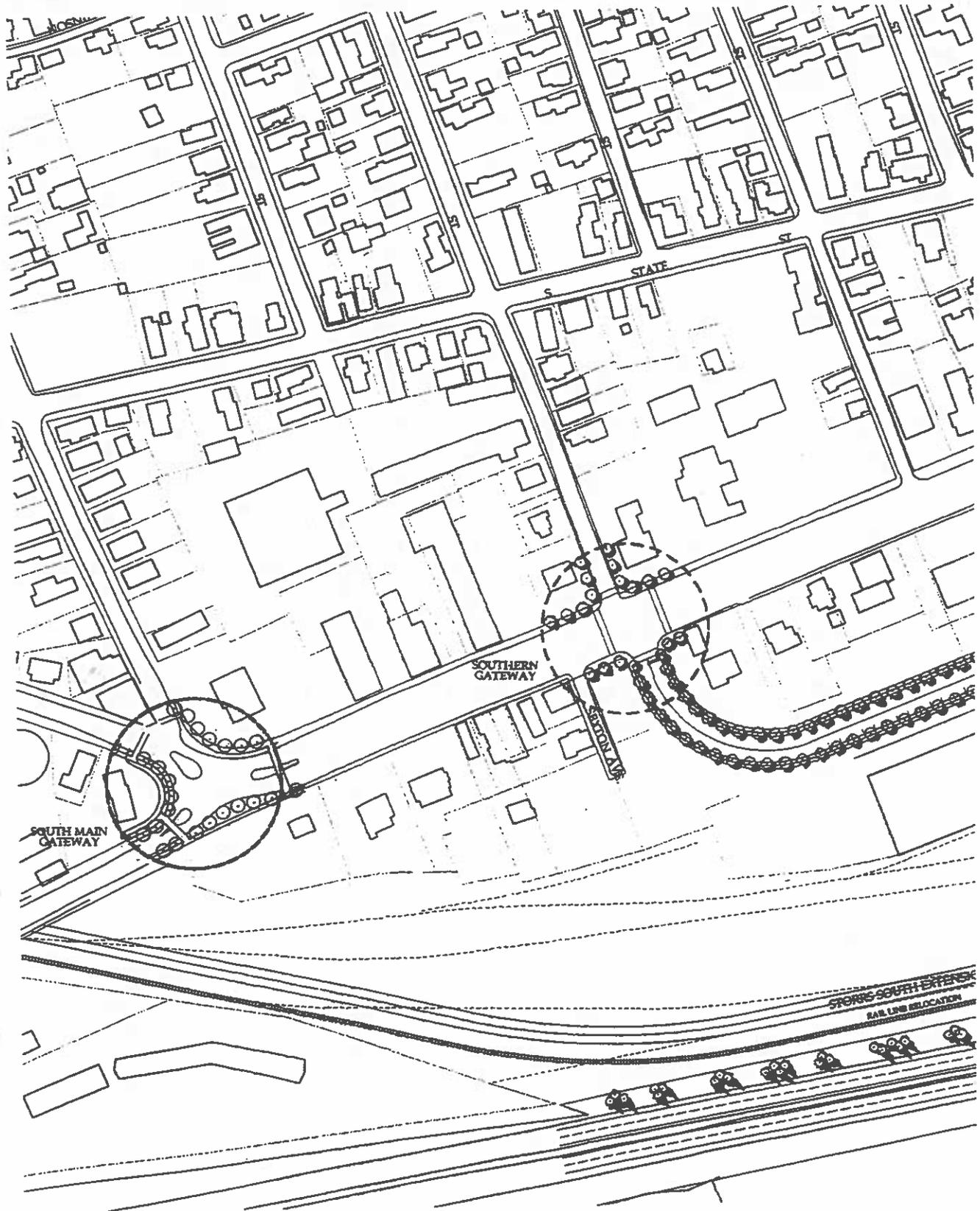
Preface

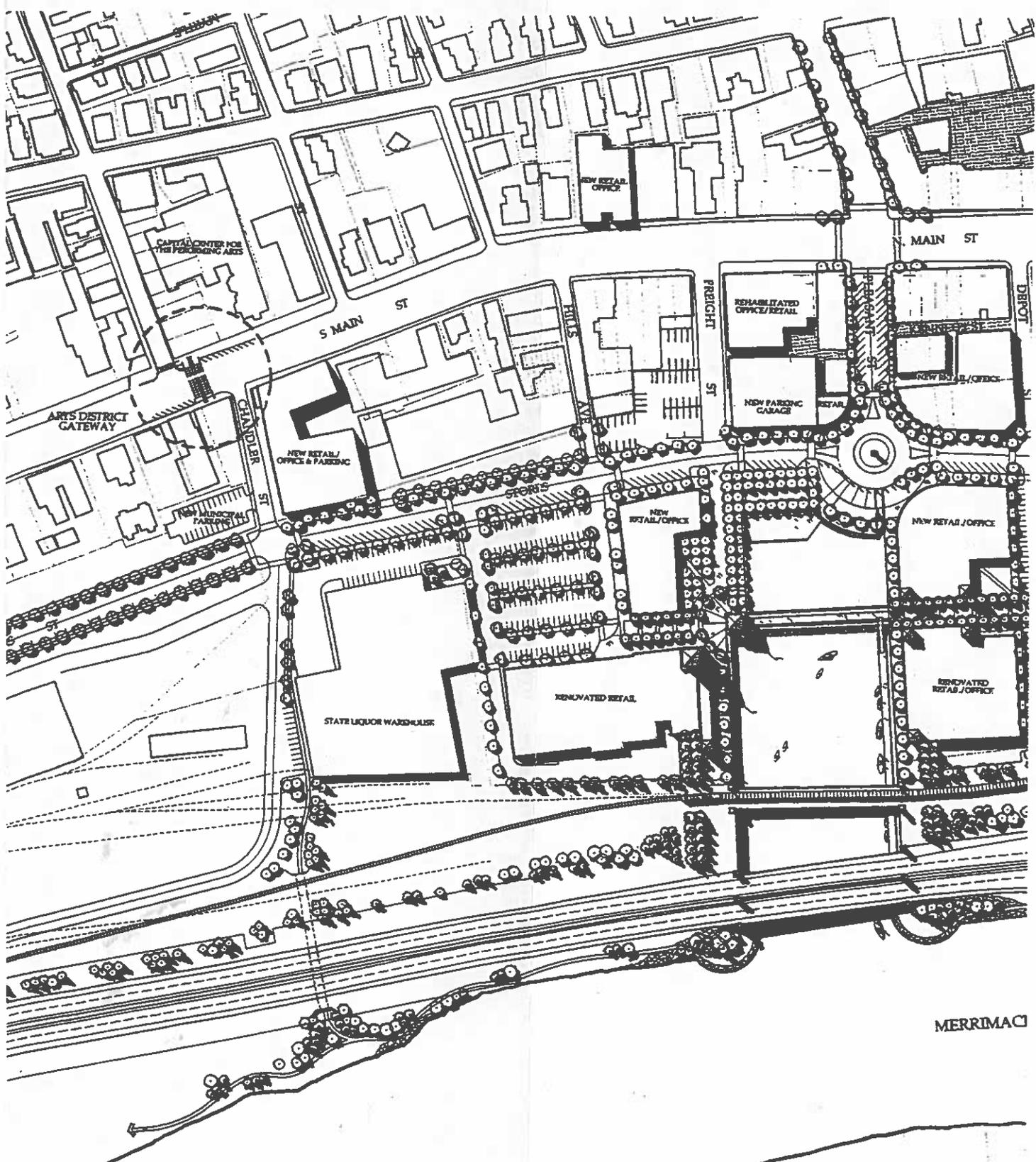
The Illustrative Plan

Included on the following page is an Illustrative Plan. It is intended to illustrate *one way* in which the recommendations included in this Master Plan might come together at some point in the future. Illustrative Plans can be notoriously dangerous documents if they posit visions of the future that are financially unrealistic or politically unattainable or if they are dependent upon the largest, most noticeable parts of the vision as prerequisites to other actions.

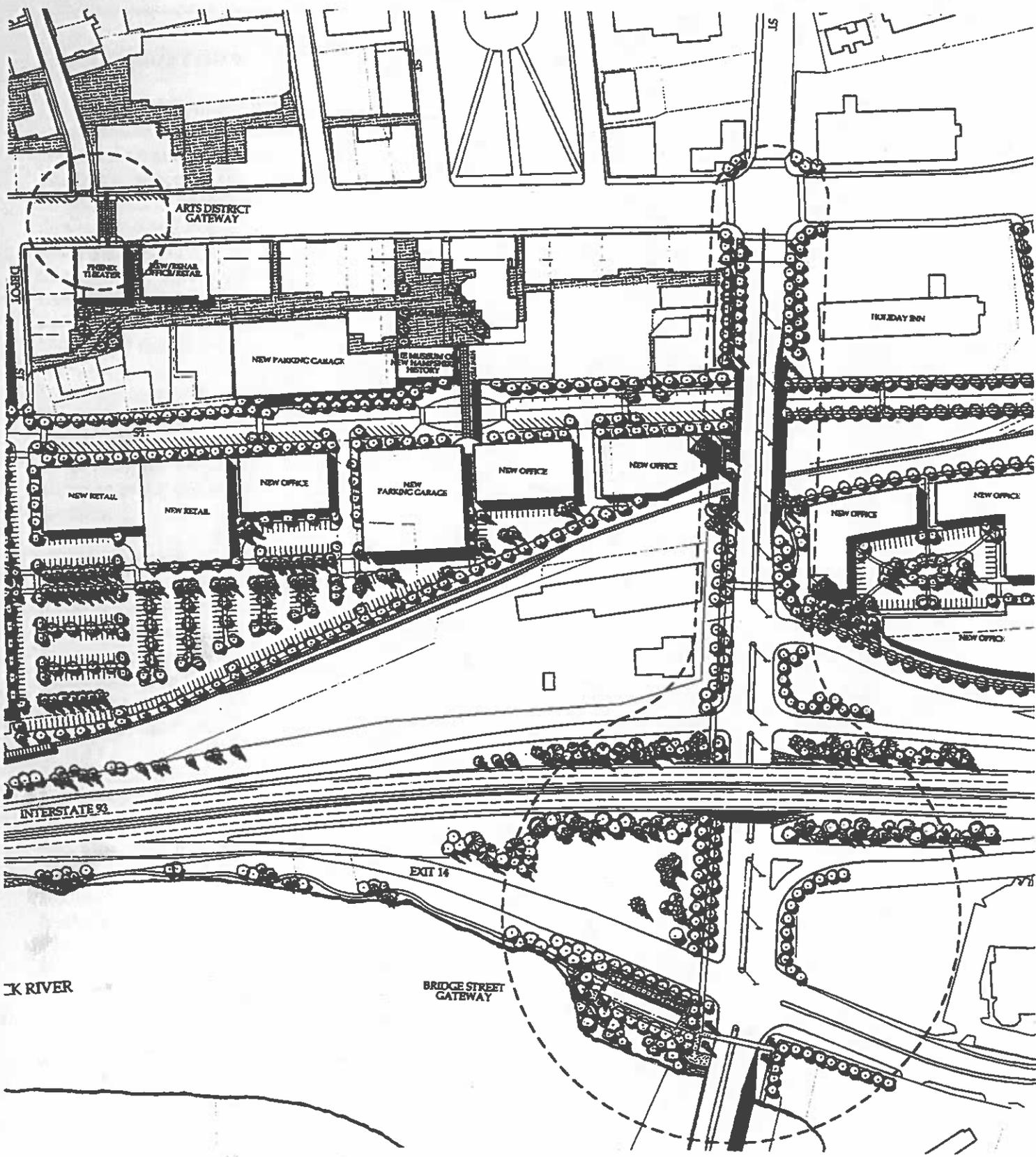
The Illustrative Plan contained herein as it pertains to reconnecting the Merrimack River to the City will indeed be hard to achieve. It will take concerted action, federal moneys, private sector participation and a long time. What is most important, however, as it pertains to this document, is that *none* of the other actions contained in this plan are dependent upon what is called Phase III of the NET Shopping Center redevelopment plan as a prerequisite to their success. In other words, there are literally dozens of actions the City can take which will assure its economic well being and make it an even nicer place to live and work that are achievable actions in the short term, utilizing local initiative and moneys.

To reconnect the City of Concord to the Merrimack River is a bold and daring move. It is one we do believe is someday achievable. And there are actions to be taken now to avoid its preclusion in the future. It should not, however, blind the City to the many other day to day things that can be done to resolve some of the more immediate concerns of the citizenry.





MERRIMACK



ARTS DISTRICT GATEWAY

PERFORMING THEATER

NEW RETAIL OFFICE/RETAIL

NEW PARKING GARAGE

THE MUSEUM OF NEW HAMPSHIRE HISTORY

NEW RETAIL

NEW RETAIL

NEW OFFICE

NEW PARKING GARAGE

NEW OFFICE

NEW OFFICE

HOLIDAY INN

NEW OFFICE

NEW OFFICE

NEW OFFICE

INTERSTATE 93

EXIT 14

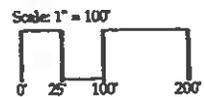
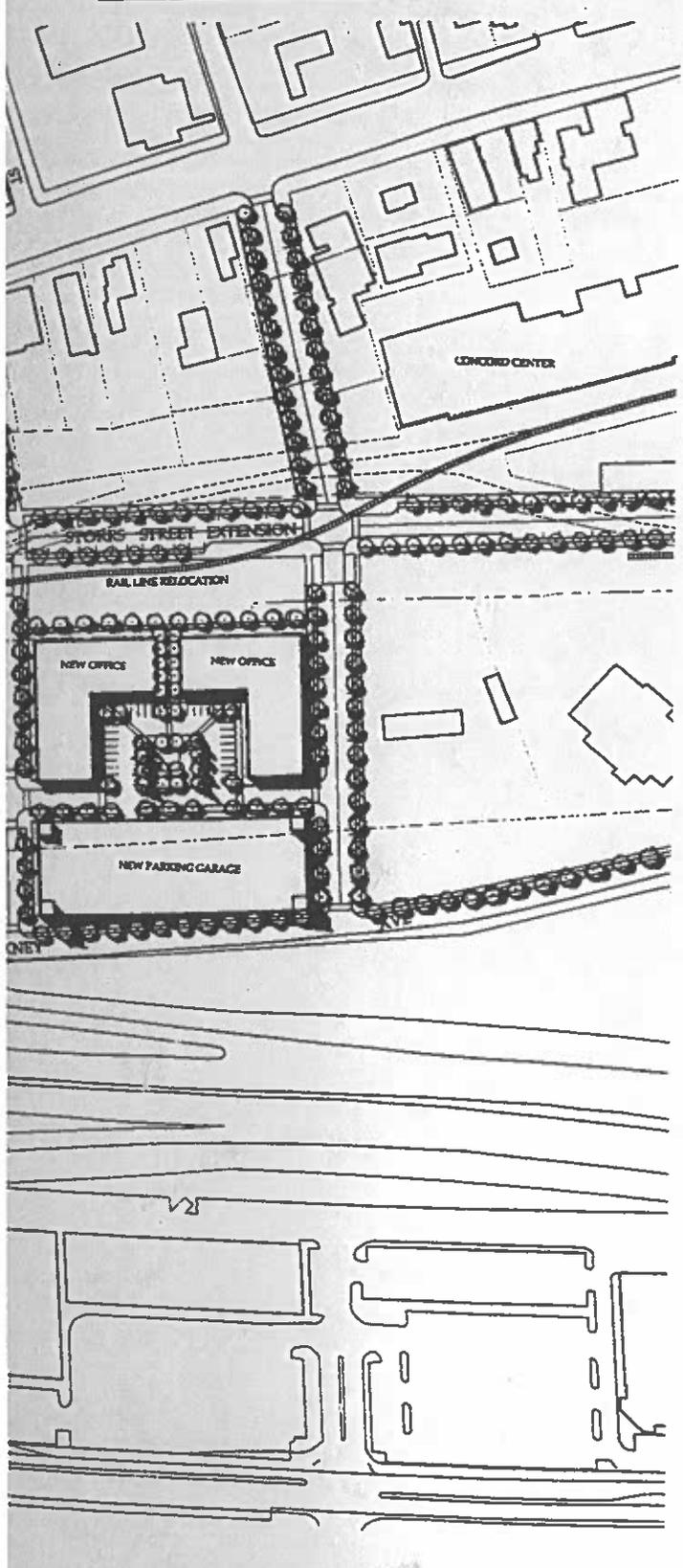
K RIVER

BRIDGE STREET GATEWAY

ST

DELOT ST

FIGURE 1



**STORRS STREET
ANGLED ON-STREET
PARKING SCHEME
ILLUSTRATIVE PLAN**

I. Introduction

As the City of Concord now looks to its future in the 21st century and articulates its aspirations for its downtown, it is fortunate to be able to contemplate that future from a relative position of strength. Though there are many aspects of the downtown and its riverfront that could and should be improved to further increase their appeal and attractiveness, the downtown itself possesses a relatively healthy specialty retail base, renewed renovation activity, a historic core that retains its attractiveness and appeal, an exemplary collection of architecture in the State Capitol National Register District and elsewhere downtown, and a growing reputation as a vibrant center for the visual and performing arts – all of which increase the quality of life, and therefore appeal, of the Concord region.

In the foreseeable future, it is also possible that Concord will be able to boast of a new Conference Center and hotel that will draw additional visitors and conference attendees to the city as well as a regional Merrimack River Heritage Trail system along its waterfront that will allow walkers and hikers to enjoy the beauty of the river's edge during the warm weather months.

Of course, downtown Concord has its problems – a perceived lack of sufficient parking; rent levels and/or parking currently insufficient, in most instances, to support major conversions of downtown buildings from Class C to Class A or Class B office space; lack of evening retail or restaurant activity to support the increasing performing arts activities that have grown exponentially in the last year; and a presence on I-93 that fails to take adequate advantage of highway travelers by enabling them to view the city rather than the back of a shopping center.

Additionally, Downtown Concord does not yet live up to its full potential in connecting with its riverfront. This may be explained, in part, by its historic growth and development patterns. The development history of Concord may largely be viewed as having occurred along a north-south axis – from the expansion of the original Concord settlement along North Main Street southward, to the construction of the railroad, and later the I-93 Interstate Highway, to present planning for the eventual redevelopment of the "Opportunity Corridor" along a north-south axis parallel to the Merrimack River. What has been neglected, and even severed over the years are the east-west connections that could link Concord to its riverfront. Now, its riverfront, cut off from the downtown core by I-93, railroad properties, and underutilized industrial lands in the "Opportunity Corridor," must be reconnected to that core, even if symbolically at first, if the downtown's full potential is to be captured. Consequently, considerable attention will be made in the downtown to forge these neglected east-west connections.

The downtown possesses a relatively healthy specialty retail base, renewed renovation activity, a historic core that retains its attractiveness and appeal, an exemplary collection of architecture in the State Capitol National Register District and elsewhere downtown, and a growing reputation as a vibrant center for the visual and performing arts.

Downtown Concord also has its problems – a perceived lack of sufficient parking; rent levels and/or parking currently insufficient, in most instances, to support major conversions of downtown buildings from Class C to Class A or Class B office space; lack of evening retail or restaurant activity to support the increasing performing arts activities; and a presence on I-93 that fails to take adequate advantage of highway travelers.

Downtown Concord does not yet live up to its potential in connecting with its riverfront.

Other aspects of the downtown itself have not yet been leveraged to their full potential. The downtown's vibrant nexus of arts and entertainment is an increasingly bright light still hidden under a bushel basket.

Storrs Street, which currently functions as a rear service road and collector in the downtown core, has the potential, based upon projected annual demand, to become a vibrant riverfront boulevard filled with pedestrian activity, shops, and restaurants.

And Storrs Street, which currently functions as a rear service road and collector in the downtown core, has the potential, based upon projected annual demand, to become over time a vibrant riverfront boulevard filled with pedestrian activity, shops, and restaurants. If extended to the north and south, it could also serve as a spine or development armature that will, in the long term, open up new development opportunities, within the "Opportunity Corridor" and link those new development areas to the downtown core.

II. Crafting a Preferred Development Strategy

To craft a preferred set of development strategies for enhancing downtown's strength and appeal, five factors are crucial for a successful outcome: 1) an overriding *vision* must be presented to inspire initial support and sustain ongoing enthusiasm throughout the implementation years; 2) a realistic understanding of the potential for downtown's market-driven growth, and the expected modest pace of that growth, must serve as the basis for *phased actions* leading to the ultimate vision; 3) advancing from a position of strength, downtown's *existing strengths and assets* must be leveraged, extended, and built upon as the foundation for future initiatives; 4) *desirable trends* and initiatives that are already in play, must be seized upon; and 5) support for the political will to prioritize and *focus scarce public and private resources on key efforts in the downtown core* that will deliver the most rewards, rather than scatter that focus and resources widely over a broader geographic area, must be garnered through community consensus building for those priorities.

1) In regard to the first factor – the overall *vision*, the Downtown Steering Committee has clearly indicated that a feasible river connection should be striven for, that the potential for the growing arts and cultural sector should be captured and synergistically linked to drawing increased business patronage and visitations to the downtown, and that the historic attractiveness of the "Red City" be preserved, enhanced and capitalized upon to set the theme for intimately scaled "infill" projects and renovations.

2) In regard to the *market potential* for downtown growth and the *pace* of that growth, it is clear that market demand projections for new retail space or private office space in the downtown, recently prepared by Northern Economic Planners, indicate that growth will be modest and incremental in nature rather than dramatic. Additionally, demand for new government office space, which is growing, will be met and absorbed at sites largely outside the downtown core – at the State Office Park on Pleasant Street, at the expanded federal office and courthouse site, also on Pleasant Street, and elsewhere. Therefore, a strategy and vision for the downtown core must be based on phased and incremental actions of modest proportion. The trick will be to plan for these incremental steps in a coordinated manner so that they collectively build upon downtown Concord's existing strengths and come together, as does a picture puzzle, to allow for the bigger vision to eventually be attained. Coincidentally, this is the strategy that Concord has pursued in the past – and quite successfully.

An overriding vision must be presented to inspire initial support and sustain ongoing enthusiasm throughout the implementation years.

Market demand projections for new retail space or private office space in the downtown indicate that growth will be modest and incremental in nature rather than dramatic.

A strategy and vision for the downtown core must be based on phased and incremental actions of modest proportion.

Recommendations for the future of downtown should be "home grown" and build upon existing strengths rather than be based upon outside solutions or the arrival of a "White Knight."

Timeliness and the ability to seize upon initiatives already in motion can also be a key to the downtown's success.

The federal "American Heritage Rivers Act" proposes to select just ten river corridor segments around the country to focus a number of existing federal programs. Concord has an excellent chance of having the Concord segment of the Merrimack River corridor designated as one of these target projects.

3) After many discussions with a variety of Concord residents, merchants, building owners, environmental, and historic resource advocates, a consensus emerged on downtown Concord's *existing strengths* – its vital, though potentially fragile, specialty retail base, its attractive historic character, its growing reputation as a center for the visual and performing arts, its locally-based renovation initiatives and "infill projects," and the stability of its government employment base. Therefore, recommendations for the future of downtown should be "home grown" and build upon these existing strengths rather than be based upon outside solutions or the arrival of a "White Knight" (such as the relocation of a large corporate headquarters to the downtown or a wholesale realignment of the I-93 highway) riding into town to provide the answer to downtown's ills. This is not to say that major new initiatives such as the construction of a Conference Center and Hotel should not be pursued or encouraged; they should be. However, they should be viewed as potential contributors to downtown's future success, not the overriding answer.

4) *Timeliness* and the ability to seize upon initiatives already in motion can also be a key to the downtown's success. Such a critical time may now exist for Concord since several opportunities may have recently arisen. For example, New Hampshire now has a new Governor and State administration wishing to demonstrate early successes. The State is now also in the process of negotiating the purchase of key segments of rail rights-of-way that could prove critical in allowing riverfront connections and the eventual redevelopment of portions of the "Opportunity Corridor." Additionally, the Teamster's Pension Fund (NET Realty Management) has recently approached the City and is considering additions to the Capital Shopping Center, and NH DOT has recently discussed relocation of their Highway Garage just north of the Bridge Street gateway to a new site elsewhere in the city. If this relocation proves feasible, the City should seize upon this opportunity to purchase this site within the "Opportunity Corridor North" and landbank it for future use. Even if immediate redevelopment of this site does not occur, this prime parcel is critical to the long range redevelopment of the Opportunity Corridor and downtown Concord's future. It should therefore be captured and held in public trust, when the opportunity now presents itself, until it can be redeveloped privately for a use that is supportive of overall downtown redevelopment goals.

The City has also recently been awarded a federal EPA "Brownfield's" grant to undertake environmental site assessments within the "Opportunity Corridor," and now pending in Congress is the passage of the federal "American Heritage Rivers Act," which proposes to select just ten river corridor segments around the country to focus, as a showcase, a number of existing federal programs. Concord, New Hampshire's Capital and the first presidential primary state, has an excellent chance of having the Concord

segment of the Merrimack River corridor designated as one of these target projects. Regional informational meetings have already been held for cities that expressed early interest in the program.

The City must therefore remain quick, nimble and entrepreneurial in piggybacking onto these various initiatives to advance its own vision for the downtown, riverfront and "Opportunity Corridor."

5) And finally, the ability to *focus scarce resources and establish priorities* will be a key to the continuing future success of the downtown. When the several initiatives described in the previous paragraph are viewed collectively, they are considerable. However, these initiatives are spread over a two mile corridor stretching from north of Exit 15 on I-93 at Horseshoe Pond to considerably south of Exit 13 into the South End. It is the consensus of the Downtown Steering Committee, that greater focus and concentration of resources should be placed upon initiatives within the downtown core itself – from Bridge Street to Chandler Street – to assure a critical mass of activity there. Initiatives outside the downtown, such as the proposed Conference Center on Horseshoe Pond, the development of the South End Industrial Park, and the redesign of the I-93 Exit 13/Manchester Road "gateway," are all advancing under their own timetables and are all valuable contributors to Concord's future health and vitality. They are complimentary, but not critical, to downtown's vitality, however.

The ability to focus scarce resources and establish priorities will be a key to the continuing future success of the downtown. Greater focus and concentration of resources should be placed upon initiatives within the downtown core itself.

Recommendations for the future of downtown should be "home grown" and build upon existing strengths rather than be based on outside solutions or the arrival of a "White Knight".

The ability to focus resources and attention on a few key areas of the downtown core is essential for its revitalization.

Concord has divorced itself from its riverfront and, as a result, presents its most visually unpleasant side to the thousands of motorists who pass Concord on I-93 everyday.

With your assistance, already in motion, we hope to bring the riverfront back to the downtown core.

III. The Major Downtown Development Themes

Based upon a strategy of aiming for a desired and visionary end state, but reaching that end state through a series of incremental, phased and focused steps, a series of primary development themes, each with its own set of projects and initiatives, can be formulated to provide a road map for Concord's policy makers, movers and shakers – whether in the public sector or private sector. Those themes are:

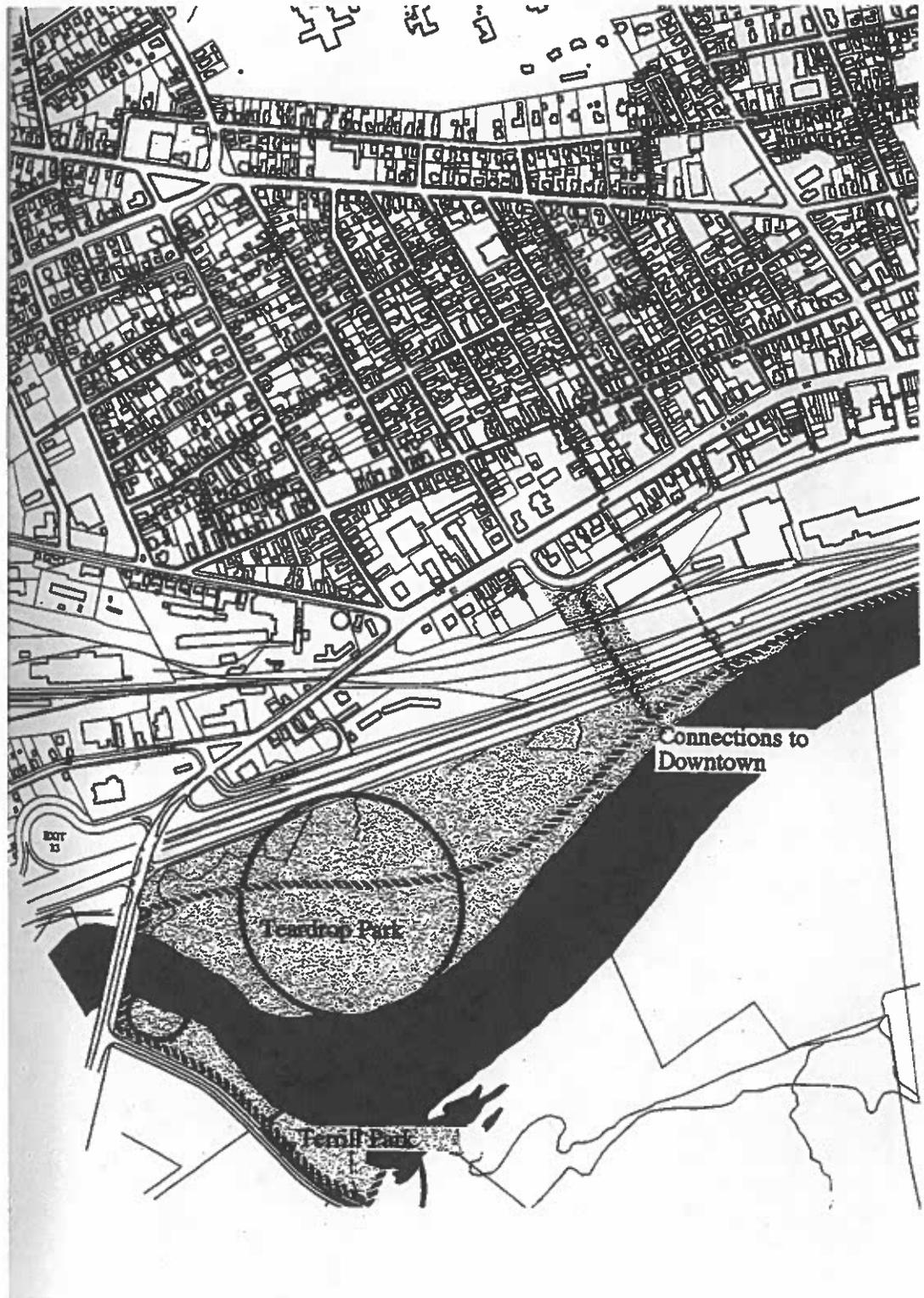
A. Make the Downtown to Riverfront Connections

It remains a major goal of the Downtown Steering Committee to define the ways and means to connect the downtown core to the Merrimack riverfront. That connection was severed over the years by the construction, first, of the railroads, then by the construction of the I-93 Interstate Highway, and later by the construction of such developments as the Capital Shopping Center which naturally turned its back to both the highway and the rail tracks. As a result of these interventions, Concord has divorced itself from its riverfront and, as a result, presents its most visually unpleasant side to the thousands of motorists who pass Concord on I-93 everyday.

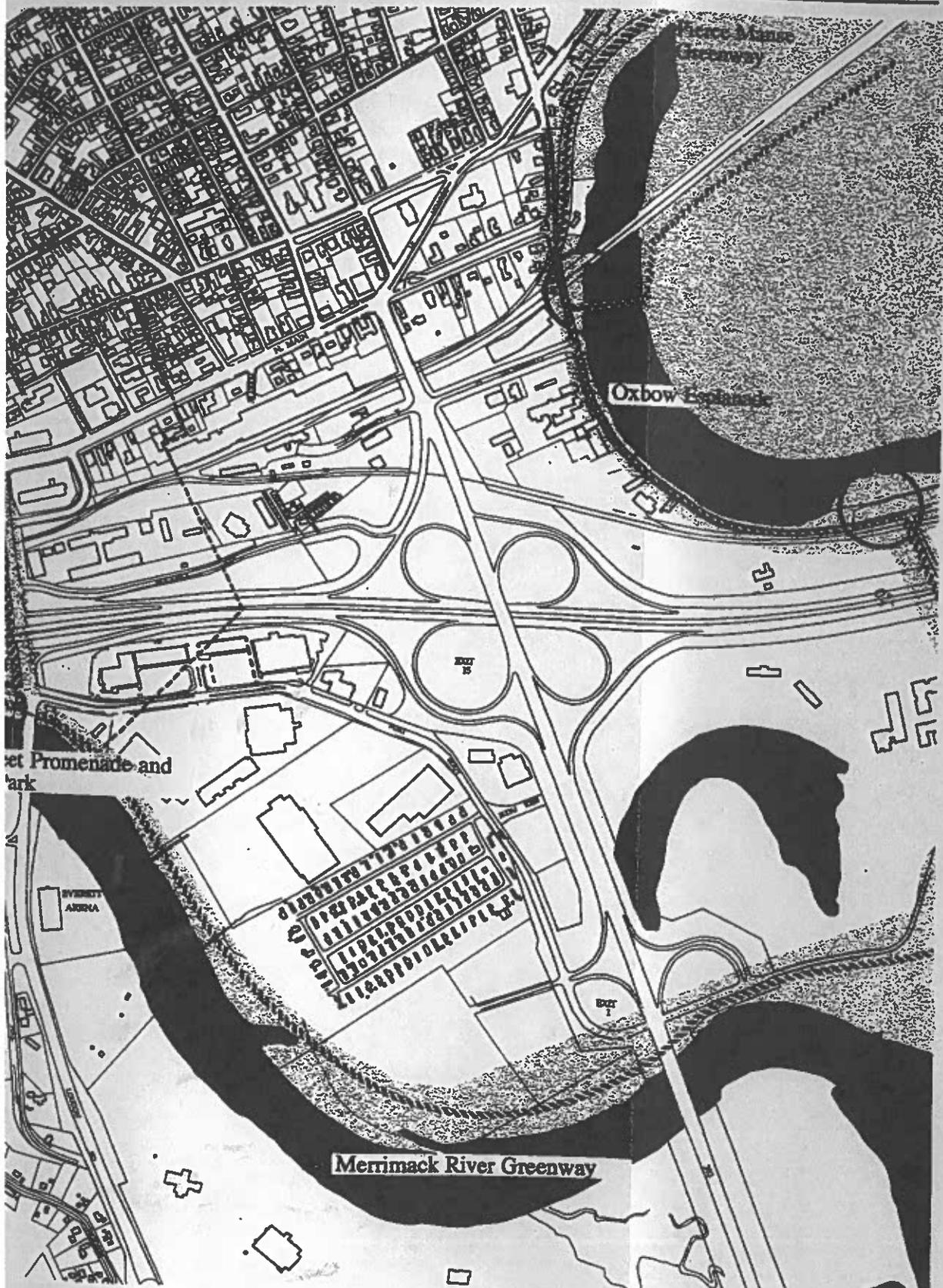
The reconnection of the downtown to its riverfront across the flood plain and "Opportunity Corridor" can be manifested in several ways. First, there can be *functional pedestrian connections* from the downtown to the riverfront. Except at Tear Drop Park, however, there is presently no "there" there once the river edge is reached because of the riverbank's minimal width, steep slope, and changing water elevation in the vicinity of downtown. In the future, when the planned riverfront Heritage Trail is eventually constructed, most likely requiring the construction of an outrigger walkway cantilevered from the riverbank over the river's water sheet, at least a connection to a regional trail network can be attained. Perhaps more importantly, however, may be the creation of a *visual connection* that opens vistas to the river from the Storrs Street/riverfront area.

Near-Future River Connection Opportunities

In the near term future, pedestrian connections can be made to the river in the vicinity of the Manchester Street Bridge at Exit 13 south of the downtown (as part of the Exit 14 improvement project), and at Bridge Street/Loudon Street at Exit 14 immediately north of the downtown core.



FIGURE



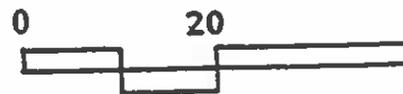
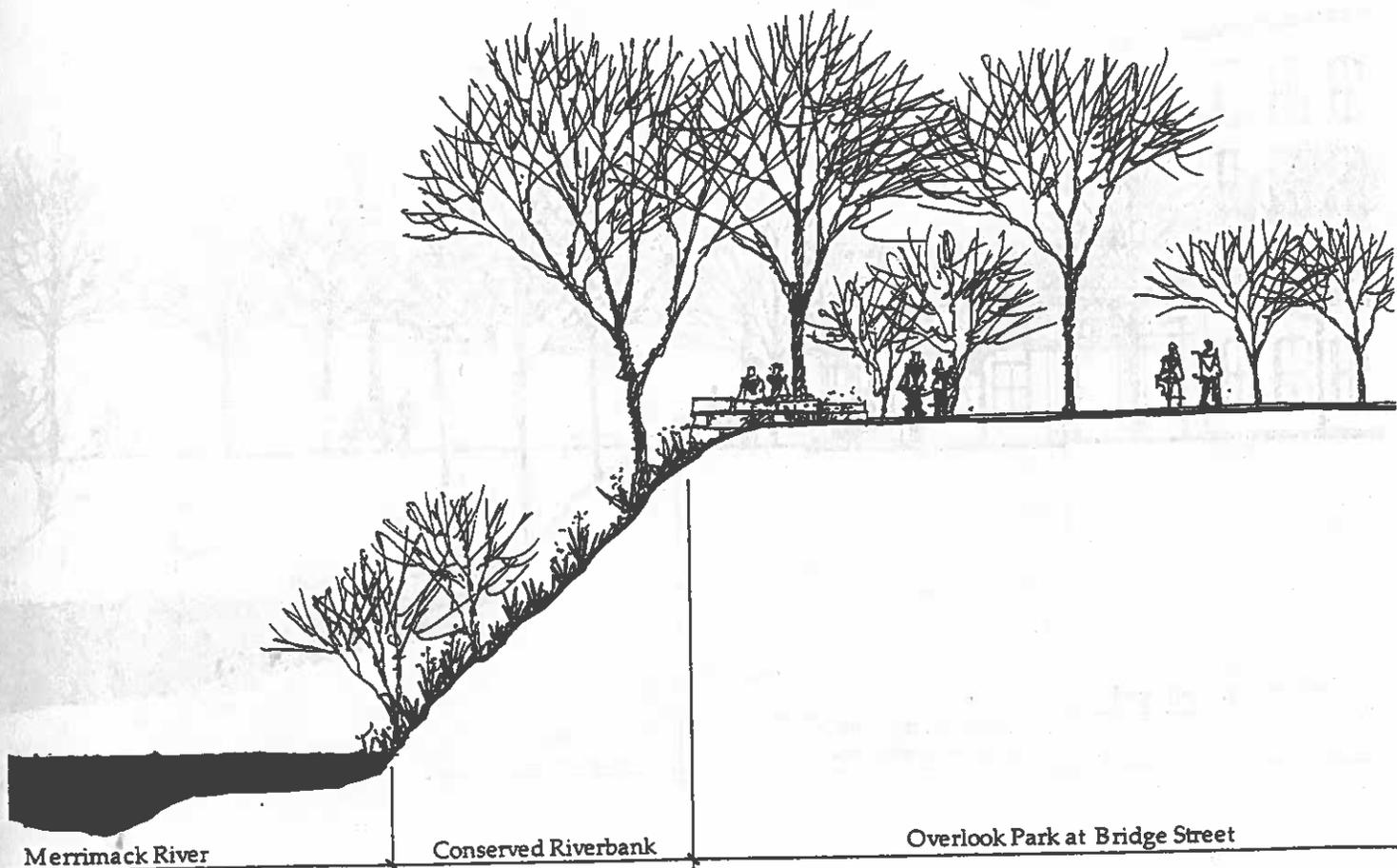
Legend:

-  Open Space
-  Trails



OPEN SPACE AND TRAILS

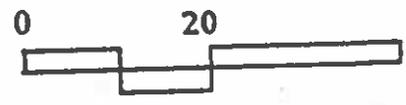
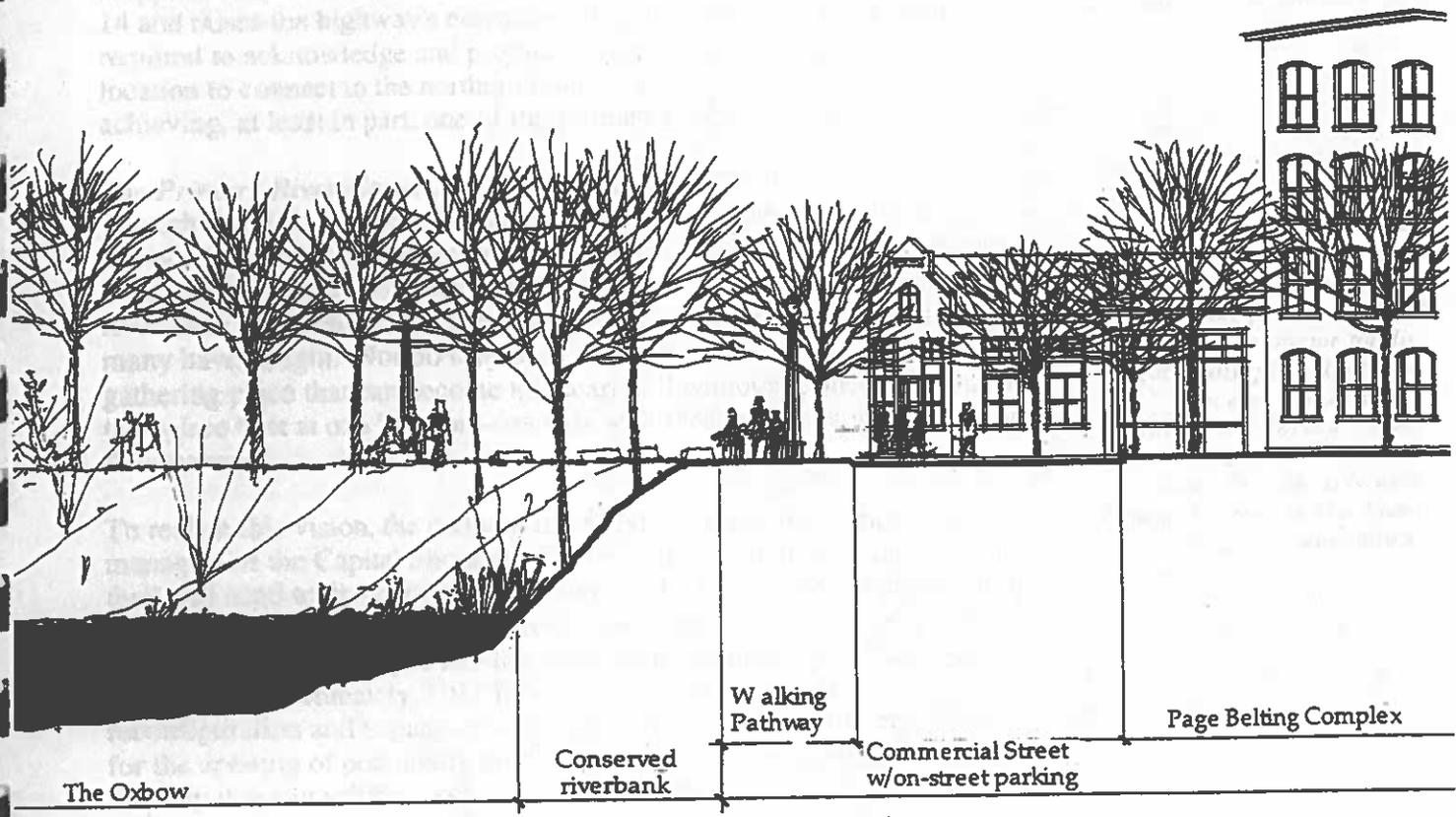
FIGURE 3



**SECTION VIEW OF THE
MERRIMACK RIVER
GREENWAY TRAIL / NH
HERITAGE TRAIL**

FIGURE 4

The Chandler Street Connector...
In addition, a pedestrian...
Town Drop Park from the...
of State Street Extension...
Chandler Street should be...
mapped when NH DOT...
14 and... highway's...
returned to acknowledge...
location to connect to the...
achieving, at least in part...



**SECTION VIEW OF
PROPOSED OXBOW
ESPLANADE AT
COMMERCIAL STREET**

and then connected by cascading waterfall, beneath I-93, to the river where the river water would then be re-circulated, by pump, back up to the basin at the heart of the shopping center. In winter, this water channel or basin could be converted and groomed for ice skating, thereby providing a winter recreational focus in the heart of downtown Concord. In its most ambitious form, a water basin could be connected directly to the river at river elevation with the site sculpted to cascade down in steps and terraces to the basin.

A major initiative such as either of these latter scenarios is very likely to require the capture of federal and state dollars to accomplish and is likely to face several technical challenges.

Federal transportation monies from the ISTEA program, for example, may be ideally suited for such an initiative. Given the lead times necessary to advocate for and gain funding for such an ambitious project, such an initiative may not be accomplished in the near-term future. However, if NET Realty is willing to join as an active partner with the City in striving for such a goal or if they are willing to divest of a portion of their property, either a view corridor or a modest water feature could be configured as part of the first phase of redevelopment plans that could later be expanded to achieve the more ambitious riverfront connection goals, if additional funding can be identified and captured.

To eventually achieve a literal riverfront connection, the Army Corps of Engineers and EPA will have to be consulted at an early phase to advise on the best location for a connecting channel to the river, the design implications of scouring action by the fast-flowing Merrimack, means to accommodate changing river levels within the river feature design, and means to maintain the present flood capacity of the flood plain site within which the Capital Shopping Center lies. By all early indications, however, none of these issues should prove insurmountable.

A key unknown, however, is the extent of soil contamination at the site that may have to be either remediated on-site or removed entirely to permit a river connection to be constructed (or, for that matter, allow new building construction at the Capital Shopping Center site). Such remediation or removal could prove costly.

Access Routes to the Recreational Greenway System

The present routes from the CBD in any direction to the greenway system are along the sides of busy streets. Alternative routes should be developed for residents and visitors to the city to travel on foot, bike, and other non-motorized modes in order to get to the river and recreational resources. The Merrimack River Greenway Plan and City Open Space Plan have documented a number of potential routes.

Other connections to the City's Greenway System should be pursued.

Included among the routes to be considered and enhanced are:

- North Main Street to Pierce Manse Greenway path along the old trolley line
- A multi-use street/pedestrian esplanade around the south side of the Oxbow
- An improved pedestrian walk/promenade from Bridge Street/Main Street to a Merrimack River overlook park
- The New Hampshire Heritage Trail along the west side of the Merrimack River, connecting Bridge Street and Manchester Street
- Mapping connections from the River to the CBD under or over I-93 and the railroad tracks from Teardrop Park on the southern end of the Downtown district

B. Reinforce & Strengthen Existing Downtown Main Street Retail Activity

Downtown Concord's successful and growing specialty retailers are the keystone to downtown Concord's current success and appeal. Since the recovery from the recession of the early 1990's, they have grown and thrived and have held their own, by differentiating themselves, against competition from such centers as the Steeplegate Mall on Loudon Road and the near-downtown highway-oriented shopping centers along Ft. Eddy Road. Their success may be fragile, however, and may be subject to unpleasant shocks in the next recession. Therefore, their vitality and viability must be supported by deliberate actions if they are to remain the strength of downtown Concord. This support may manifest itself in several ways:

Support Parking

First, there remains the perception that there is insufficient parking to support downtown retailing. By counting the numbers alone, adequate parking does currently exist according to recent parking studies. However, the perception often is the reality in regard to shaping customer behavior; and, by a considerable margin, customers recently surveyed indicate that parking is their primary complaint. Therefore, more convenient parking must be provided, by management or capital construction means, to support downtown retailers. A variety of specific policies are outlined later in this Master Plan.

Downtown Concord's successful and growing specialty retailers are the keystone to downtown Concord's current success and appeal. Their success may be fragile, however, and their vitality and viability must be supported by deliberate actions.

By counting the numbers alone, adequate parking does currently exist. However, the perception often is the reality in regard to shaping customer behavior.

Merchants must band together, in a more centrally-organized fashion than they do now, to promote downtown retailing, coordinated business hours, and special promotional events.

The City should seek means to encourage a greater concentration of residences in and adjacent to the downtown.

The formulation of sign control ordinances, facade guidelines, low-interest loan programs for facade improvements, and public streetscape improvements should all be pursued.

Business Promotion and Coordination

Second, merchants must band together, in a more centrally-organized fashion than they do now, to promote downtown retailing, coordinated business hours, and special promotional events. Businesses such as eateries and restaurants, in particular, should coordinate their business hours with the growing number of evening and weekend performing arts events that now occur to capture this growing after-dinner and weekend market.

Encourage Increased Downtown Housing

As a further means to increase downtown retail patronage, the City should seek means to encourage a greater concentration of residences in and adjacent to the downtown, within walking distance of these downtown businesses, to provide a larger supporting customer base. This also suggests policies to slow the conversion of existing near-downtown residential properties to commercial usage – a policy now encouraged by the zoning laws of the city and the tax brackets of the state.

Streetscape, Signage and Facade Improvements

Additionally, the formulation of sign control ordinances, facade guidelines, low-interest loan programs for facade improvements, and public streetscape improvements should all be pursued as a means of enhancing the physical environment of the public realm which supports these retailers.

There are many aspects of Main Street that maintain a historic integrity as well as contemporary practicality for Concord's CBD. These include:

- Retention of continuous on-street parking
- Clearly delineated pedestrian facilities in the form of sidewalks and crosswalk. Sidewalks are also of adequate width (8-12') for commercial storefronts, but encroachments should be limited.
- The use and maintenance of simple, durable paving materials
- Accommodation of ADA requirements
- The fitting-up of the street with attractive banners and minimization of public sign "clutter"

These elements should be maintained as essential to the Downtown. Future improvements to Main Street should be focused on periodic maintenance – straighten signs and meter posts, pavement repair and care, and expansion of the street trees. Street trees have historically been absent from Main Street (Capital Views, p. 74). However, historically the Main Street had almost a continuous line of generous and handsome awnings that provided interest, shade, shelter from rain, and a comfortable human scale.

While some awnings exist today, it is doubtful that they will return to such a degree. It is recommended that selective clustering, rather than continuous use, of appropriate street trees can add to the human scale and attractiveness of Main Street.

The existing lighting appears to be adequate, although it is not in a "historic" style. The goose-neck fixtures are somewhat "dated" visually, and the luminaires look to have been retrofitted since the original poles. A new attractive feature to Main Street would be to replace existing goose-neck fixtures with modern fixtures. It is possible that newer lighting technology could save the city electric costs while offering better photometric light characteristics, improved light color, and poles that are more "street furniture" in character.

Main Street in Concord is a street with a diverse character. As such, there are identifiable districts or zones along the length of the street. Future improvements to Main Street should consider a variety of materials and visual character to enrich the CBD, while still providing an attractive continuity of the streetscape.

One example of this variety could be provided in the proposed "Arts District" designated between Phenix and Chandler Streets. A gateway element over Main Street to create a visual portal to the Arts District would provide a unique identity. (The gateway arch illustrated in this report recalls the overhead structures that once spanned Main Street to support the old street trolleys' power cables.) This could be complemented by banners and signage to fit the Arts/Entertainment theme.

Main Street is a very busy road, and the current configuration maximizes the available space for travel lanes. The wide open street view of 4-5 lanes creates a busy, fast-moving street that, at times, overwhelms pedestrian activity. Street crossings are long and difficult to navigate during peak traffic hours. Future improvements to Main Street should consider the retrofitting of the street with curb extensions and/or crossing islands in selective locations to provide greater pedestrian safety. Additionally, future traffic improvements should be focused on reinforcing the "Main Street" character as opposed to a highway character, a contradiction which is readily apparent when comparing Bridge Street and portions of South Main and North Main to the central blocks of Main Street from Bridge Street to Pleasant Street.

Main Street would also benefit from a clear definition of street gateways to identify the bounds or entrance points to the CBD. These are defined in the Gateway Design plans.

Future improvements to Main Street should consider a variety of materials and visual character to enrich the CBD, while still providing an attractive continuity of the streetscape. One example of this variety could be provided in the proposed "Arts District"

Future improvements to Main Street should consider the retrofitting of the street with curb extensions.

The historic character of downtown Concord is referred to repeatedly in consumer surveys conducted as a part of this study as a marketable asset. It is in the City's interest to preserve this character. Three components of such a strategy include: (1) disincentives to demolition, (2) the establishment of rehabilitation guidelines for buildings in designated Historic Districts, and (3) guidelines for infill construction.

In assuming retention of its historic fabric, the City should provide a package of both incentives and regulation.

C. Protect the Historic Character of the City's Downtown Commercial and Residential Building Stock

The historic character of downtown Concord is referred to repeatedly in consumer surveys conducted as a part of this study as a marketable asset. Indeed, much of the City's history can still be traced by intact road patterns, natural features, and buildings that comprise the greater downtown. It is in the City's interest, therefore, to preserve this character and to assure that infill development is compatible with this character. Three components of such a strategy include: (1) disincentives to demolition, (2) the establishment of rehabilitation guidelines for buildings in designated Historic Districts, and (3) guidelines for infill construction.

In assuming retention of its historic fabric, the City should provide a package of both incentives and regulation (i.e., carrots and sticks). Included in this package should be the following provisions:

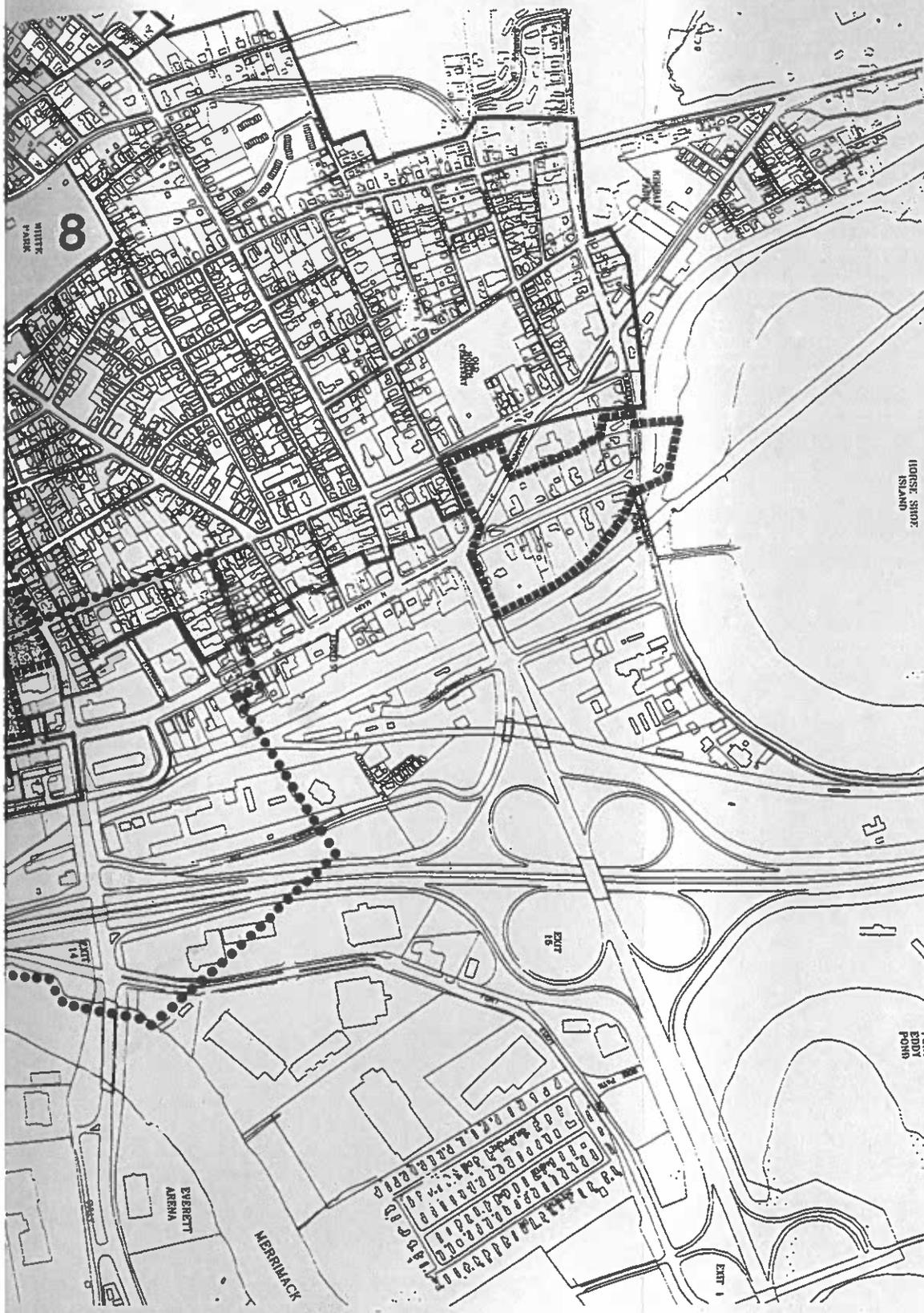
Based upon work done as a part of this study, the City should consider designation of three new National Register Historic Districts in the Downtown: Downtown Historic District, Lower Main Street Historic District, and Lower Pleasant Street Historic District. Current work done by Liz Hengen suggests that up to eleven Districts (including the existing Concord Historic District and Concord Civic District) in or tangential to the downtown also be considered for Historic District status. These latter districts are historically residential in character, although some of the structures in areas zoned "Civic District" have been converted to office, institutional, or retail usage.

Zoning designations, and/or provisions of specific zones, should be reconsidered where such zones act as disincentives to preservation or maintenance of historic character. Specific zoning changes are recommended in the Implementation Strategies chapter of this plan.

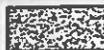
A package of preservation financial incentives should be explored in detail and adopted where legal in the State of New Hampshire, and applicable to local circumstance. A number of such incentives available in other states are precluded by state law in New Hampshire. These include property tax relief incentives such as tax abatement, freezes, and differentials. These techniques either freeze or gradually increase taxes from pre-rehabilitated assessments or, in the latter case, hold taxes at an earlier "lower" zoning designation unless or until the property is utilized to the "higher" use. Such an incentive would be, if legal, particularly applicable to the CV zone. There is, however, an automatically available 20% Investment Tax Credit on income-producing properties listed on the National Register of Historic Places that can be used by local developers.



FIGURE 5



Legend:

-  **Study Area Boundaries**
-  **Concord Historic District**
-  **Concord Civic District**

Potential National Register Historic District:

1. Lower Main Street
2. Lower Pleasant Street
3. Downtown

Other Areas Under Consideration By Independent Studies:

4. Abbot Downing Ngbd.
5. South End
6. N.H. State Hospital
7. Warren St. Ngbd.
8. North End
9. West End



HISTORIC DISTRICT MAP

The City and local banks should seek to initiate a Revolving Loan Fund for preservation. While not known to be great municipal revenue generators, such funds usually pay for themselves and achieve reinvestment into historic neighborhoods and commercial districts.

The City should extend its ongoing capital investment infrastructure to leverage private reinvestment in the downtown. The City's policy of development through sidewalk reconstructing, landscaping, and investment in downtown revitalization projects as federal and/or state monies become available has had a substantial effect on the viability of downtown. It should be continued.

Efforts to create public/private partnerships which foster renovation and/or compatible infill in the downtown should be encouraged. Public incentives to such partnerships can include financial assistance (where public programs permit); land donations; coordination of available public programs at the national, state, and local levels; relaxation of regulatory frameworks; a streamlined permitting process; and/or political support.

The City should develop a Historic District designation strategy including local versus national designation, identification of contributing buildings, and other benchmarks required to secure District status.

D. Encourage the Redevelopment of Downtown's Older & Historic Buildings for Viable Economic Reuse

Many of downtown Concord's older buildings have been successfully renovated in the past – ranging from Capitol Plaza, Bicentennial Square, and Eagle Square – to recent efforts such as the Aquila Building (Foodies), Dow Building, Sheraton Building and forthcoming efforts such as the renovation of the Sears Building. Others remain largely unused, however, notably places such as the Phenix Building and Theatre. Furthermore the upper floors of many buildings more distant from the Capitol District remain Class C office space with current rent levels insufficient to bring them up to Class A or even Class B space that is compliant with ADA regulations and building codes. Clearly, the economy (and therefore rent levels) must improve sufficiently to make these economics work. Also, sufficient parking must be provided for tenants if these buildings are to attract Class A tenants. These older and historic buildings define the character of downtown Concord. Therefore, they should not be lost to neglect or replacement by more efficient newer buildings with larger office floorplates.

Efforts to create public/private partnerships which foster renovation and/or compatible infill in the downtown should be encouraged.

Historic buildings should not be lost to neglect or replacement by more efficient newer buildings with larger office floorplates.

New uses and buildings can be sensitively integrated with old buildings to make them both economically viable.

Older buildings can successfully compete with newer developments, as downtown building owners and redevelopers have consistently proved. In the future, ever more clever solutions may need to be devised to improve these buildings to be competitive with proposals for new buildings with sufficiently large floor plans to meet current office standard needs. For example, several adjacent buildings may need to be linked (though floor elevations from one building to the next may differ) and floorplates assembled to provide a sufficiently large floor area – and therefore rental base – to economically justify the installation of elevators or sprinkler systems.

Additionally, new uses and buildings can be sensitively integrated with old buildings to make them both economically viable. For example, the renovation of the Phenix Building and Theatre may link to the construction of a new office building adjacent to it on the CVS drug store site (they are both under single ownership). This project is included in the Target Project chapter of this plan. Concord has proved that repeatedly with such developments as Bicentennial Square. Therefore, flexibility should be retained by historic resource advocates to allow for new additions, when appropriate.

Furthermore, financial incentives, or low-cost loan programs may have to be established by the City to encourage appropriate renovations or exterior facade improvements.

E. Promote and Enhance the Growing Arts, Entertainment & Cultural District In and Around South Main Street

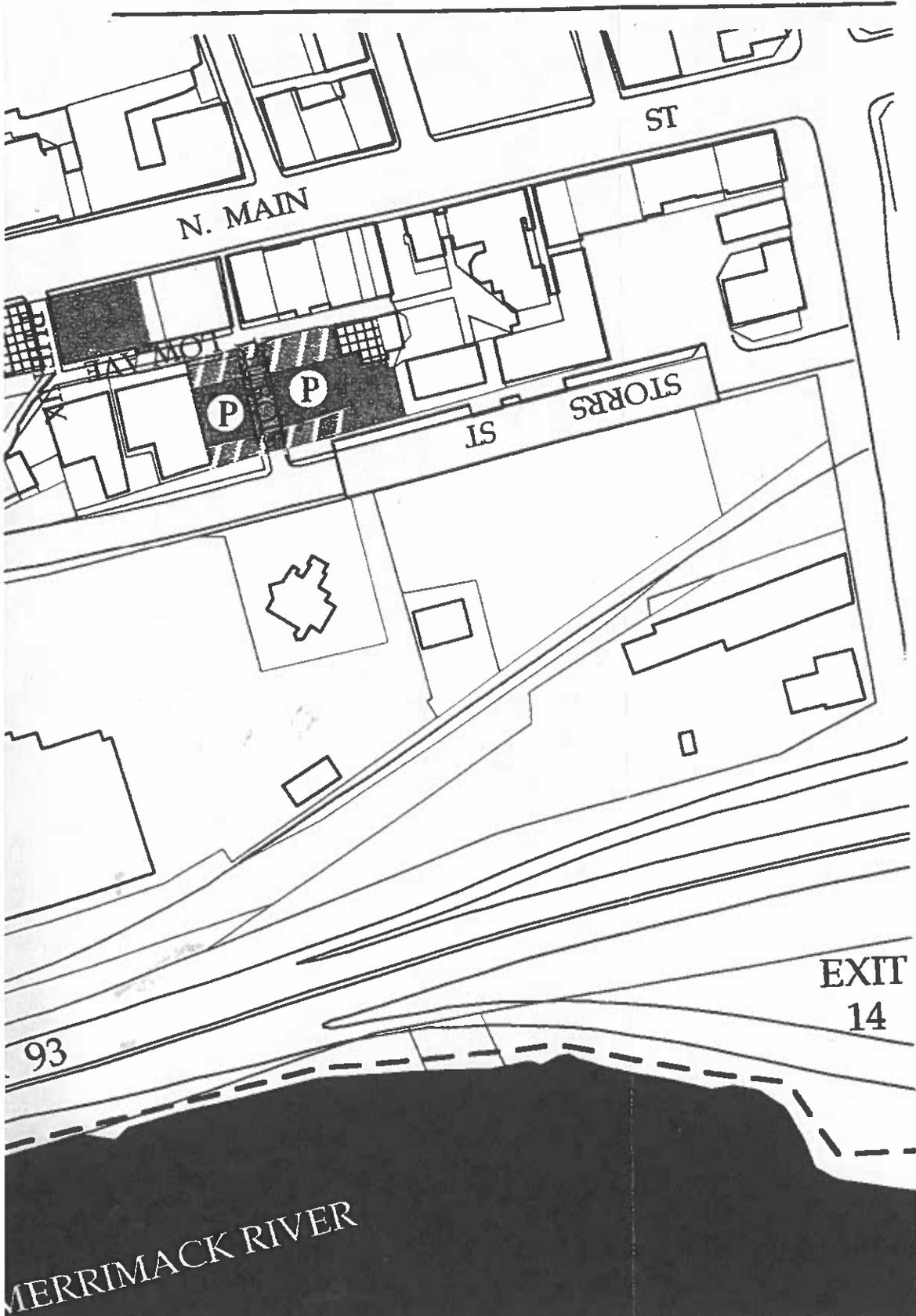
Whether by intent, good fortune, or a mixture of both, downtown Concord, and particularly the south portion of downtown, is rapidly earning an increasing widespread reputation as New Hampshire's center for the performing and visual arts, cultural events and family entertainment. This trend should be acknowledged, expanded and promoted to increase visitation and increased business patronage to the downtown.

This growing reputation is evidenced by a remarkable concentration of successful entertainment and meeting venues within or adjacent to the downtown core – the recently opened Capitol Center for the Performing Arts, the nearby Annicchiarico Theater in the basement of the Kennedy Building, the Concord Community Music School on Wall Street west of the downtown core which is currently planning an expansion, and the recently renovated City Auditorium behind City Hall. These major venues are supported by an increasing number of private art and crafts galleries on or adjacent to South Main Street as well as the League of New Hampshire

Downtown Concord is rapidly earning an increasing widespread reputation as New Hampshire's center for the performing and visual arts, cultural events and family entertainment. This trend should be expanded and promoted.

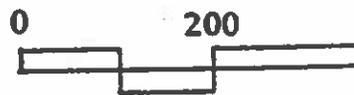


FIGURE 6



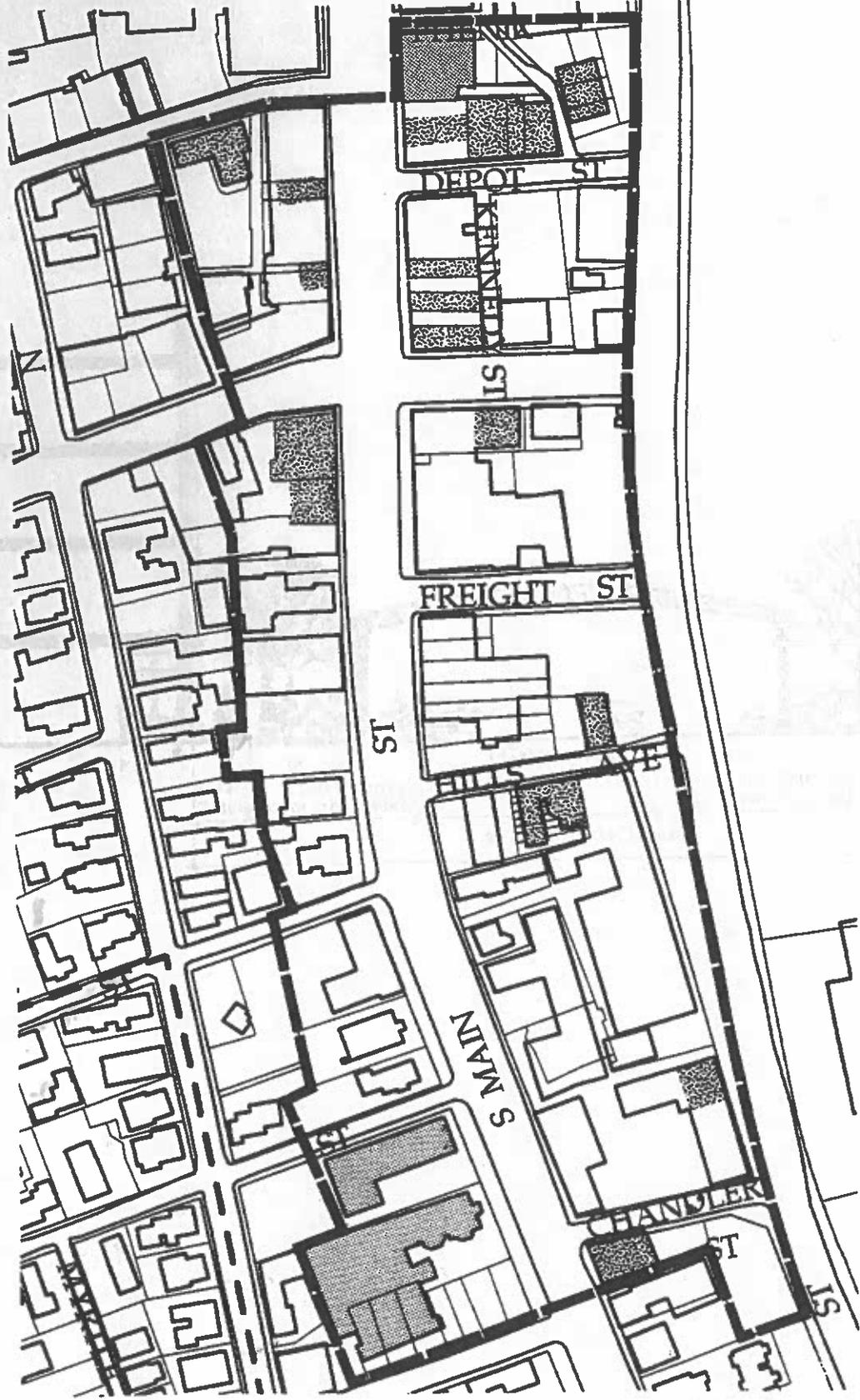
Legend

-  New Construction
-  Parking Structures
-  Infill Retail in Parking Structure
-  Renovation

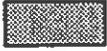


REDEVELOPMENT OPPORTUNITIES MAP

FIGURE 7



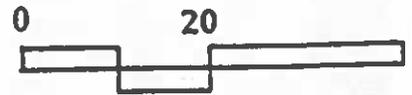
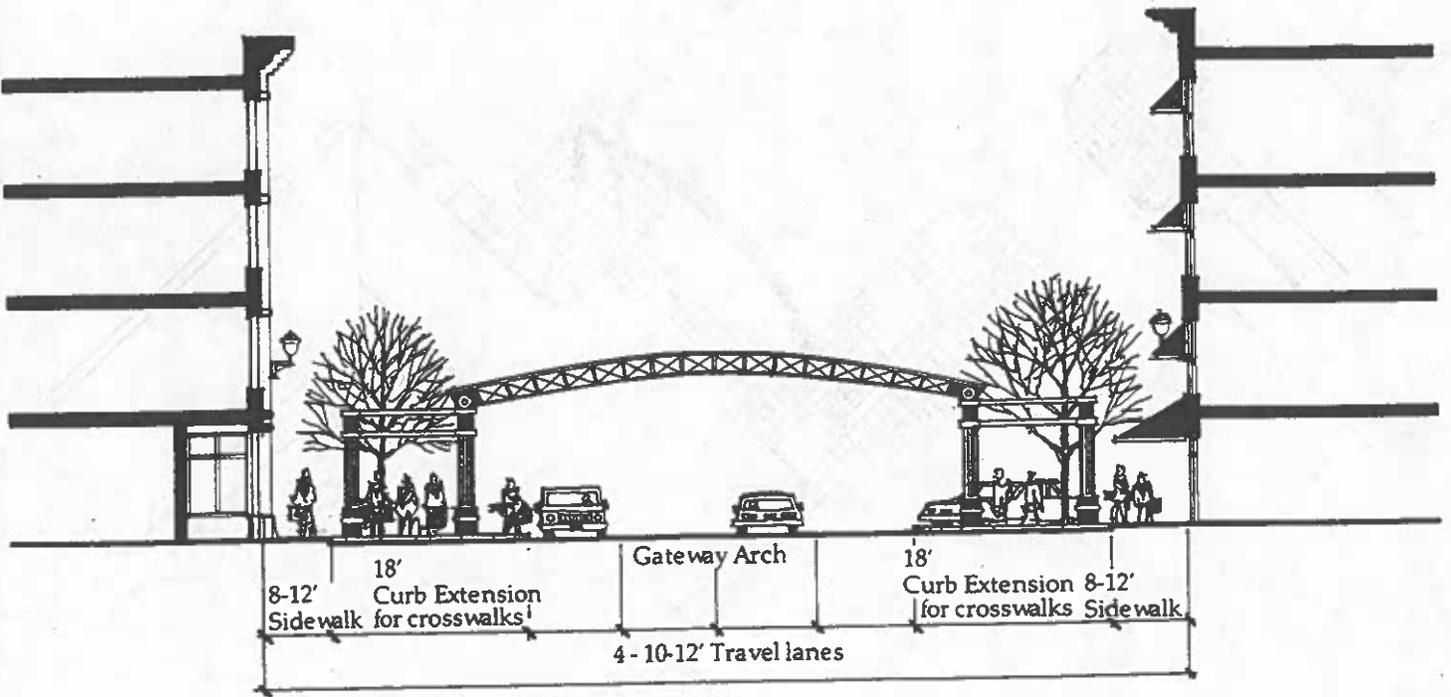
Legend:

-  **Performing Arts Venues (Existing & Proposed)**
-  **Restaurant Gallery Bookstore**
-  **District Boundary**



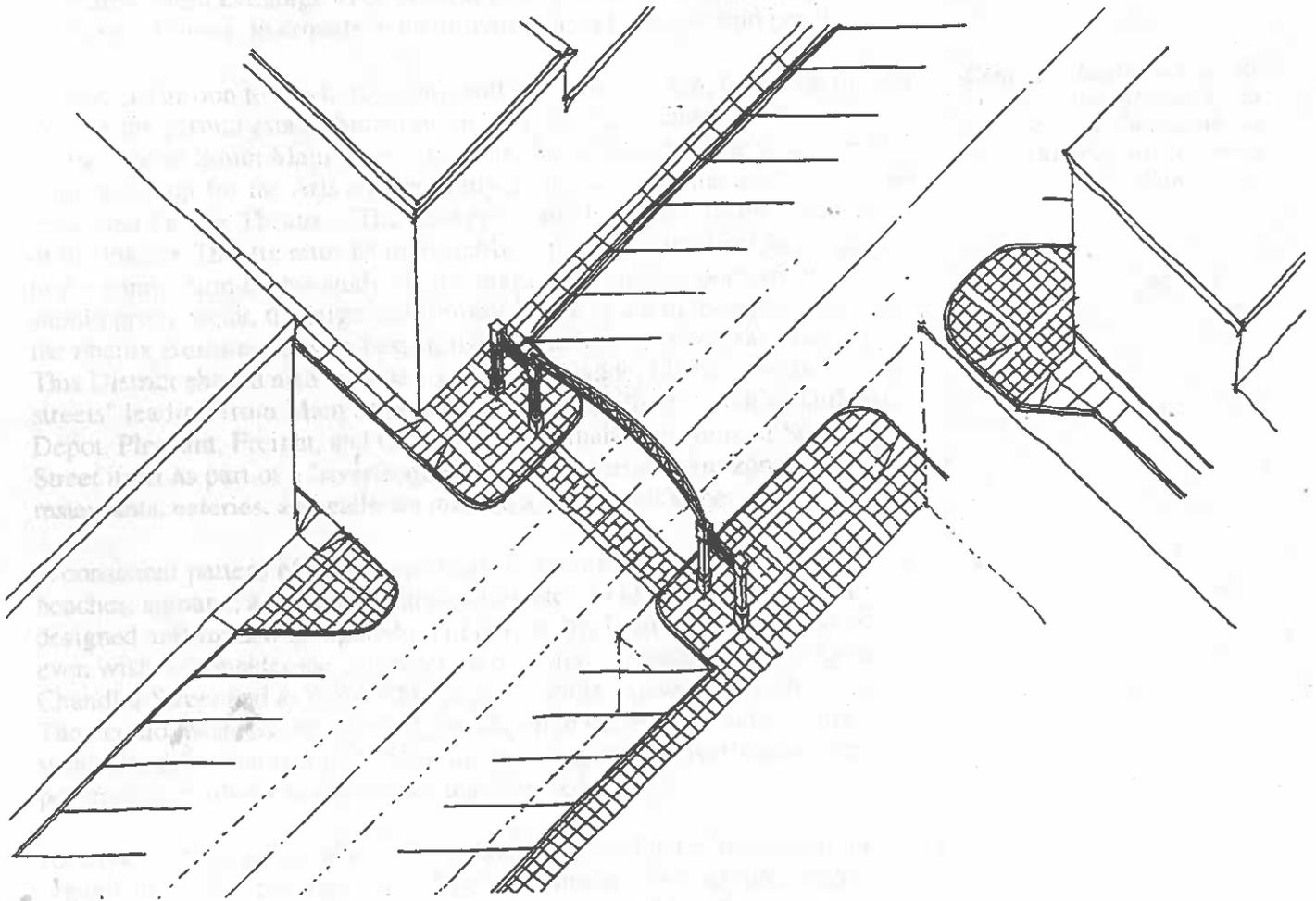
CULTURAL DISTRICT MAP

FIGURE 8



MAIN STREET ARTS AND ENTERTAINMENT DISTRICT GATEWAY SECTION

FIGURE 8A



**MAIN STREET ARTS AND
ENTERTAINMENT DISTRICT
GATEWAY AERIAL VIEW**

Since many parking lots are along Storrs Street, which is now psychologically perceived by some as distant and remote from Main Street, the ease of transitioning from Main to Storrs will have to be improved by physical measures.

Storrs Street must be converted to an active and vital "front door" street or "boulevard" lined with retail shops, restaurants, widened sidewalks, better lighting, and pedestrian vitality. This trend has already begun. However, an equally discouraging trend continues, ill defined and poorly landscaped privately-owned and municipally-owned parking lots that continue to provide a rear "backdoor" appearance.

The key to Storrs Street's conversion will be to redevelop it as a two-sided retail street with traffic slowed to a reasonable speed to encourage a pedestrian-friendly rather than an automobile-oriented environment.

Since many of these parking lots are along Storrs Street, which is now psychologically perceived by some as distant and remote from Main Street (due, in part, to the 25 foot vertical drop in elevation from Main to Storrs as well as the difficulty of walking down these steep "ladder blocks" from Main to Storrs during icy winter weather), the ease of transitioning from Main to Storrs will have to be improved by physical measures. Such measures may include constructing internal public passages through buildings, providing handrails along the exterior walls of buildings adjoining the steep "ladderblocks" (as in Beacon Hill in Boston) to allow better negotiation of snow-packed sidewalks, the installation of steamlines or electric mats beneath sidewalks to keep them heated in winter and free of ice, and better lighting to provide a sense of security at night.

F. Redevelop Storrs Street in the Downtown Core as an Active Retail and Entertainment Riverfront "Boulevard"

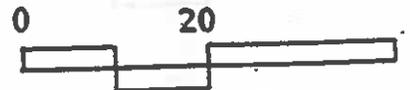
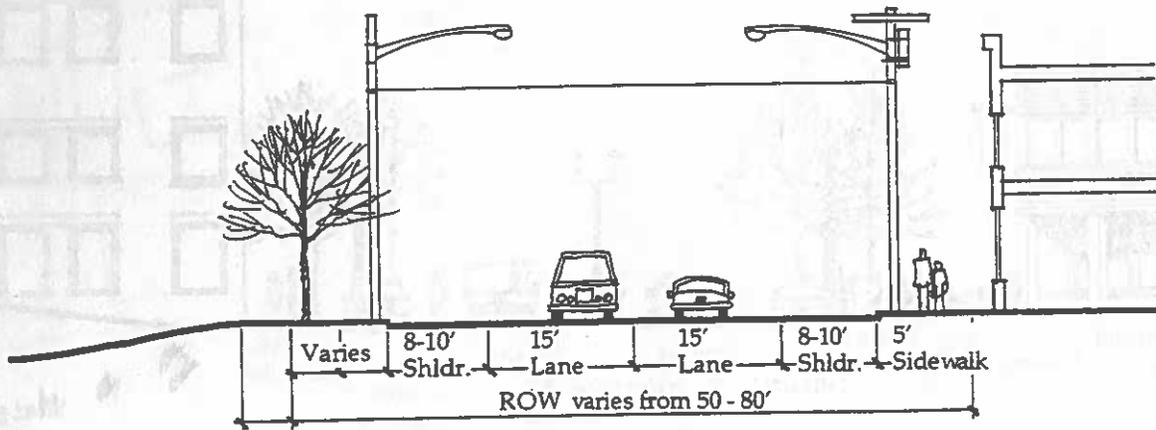
Storrs Street currently serves as a supporting service road to access the Capital Shopping Center, the Legislative Garage, and the rear of stores on the east side of Main Street in the downtown core. As a result, it is now a "backdoor" street, with a "backdoor" image exactly at the location where Concord must, at least at selected parts, present its best face – both to passing motorists on I-93 and potential new riverfront development in the Opportunity Corridor. Though it will always, in part, serve this service function, it must be converted to an active and vital "front door" street or "boulevard" lined with retail shops, restaurants, widened sidewalks, better lighting, and pedestrian vitality.

Of course, this trend has already begun with several new restaurants recently opening directly along Storrs Street. However, an equally discouraging trend continues, ill defined and poorly landscaped privately-owned and municipally-owned parking lots along Storrs that continue to provide a rear "backdoor" appearance – and no coordinated policy.

Two-Sided Retail Shopping Street

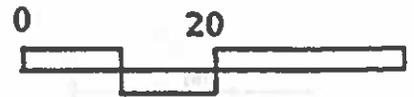
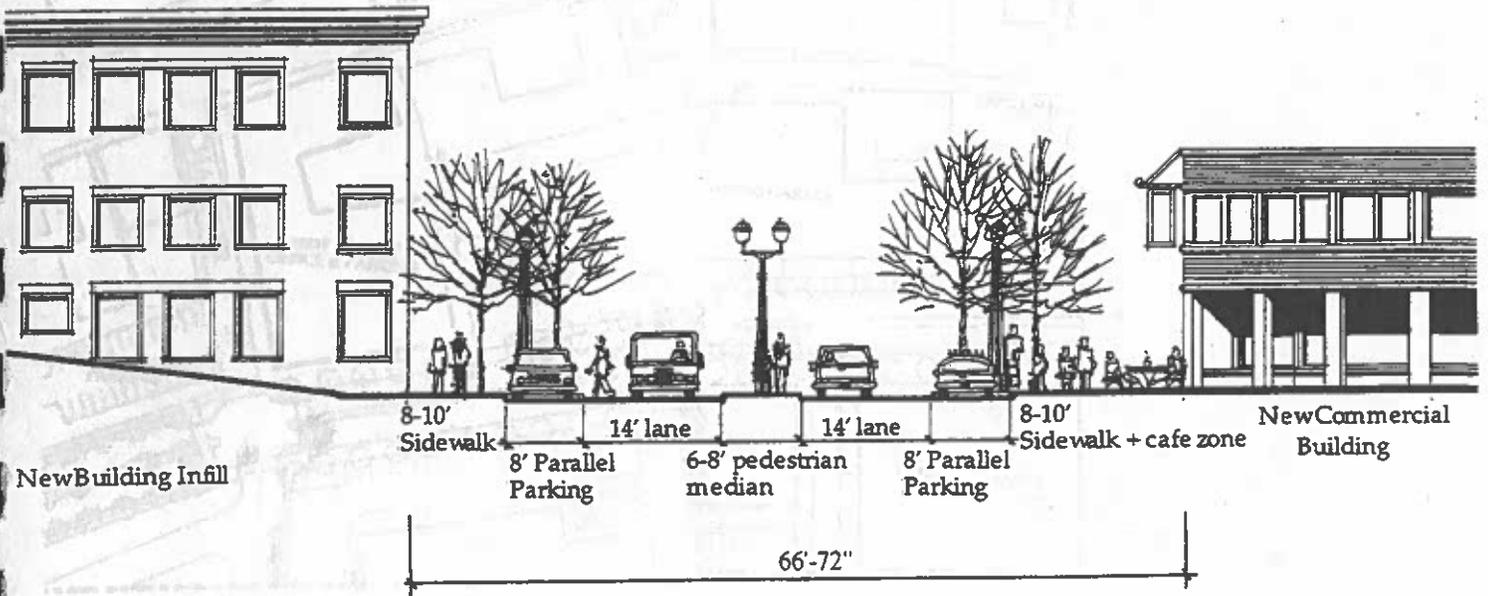
The key to Storrs Street's conversion – from below Bridge Street on the north to Chandler Street on the south – will be to eventually redevelop it as a two-sided retail street with traffic slowed to a reasonable speed to encourage a pedestrian-friendly rather than an automobile-oriented environment. To achieve this, both the public sector and private sector must contribute. New infill buildings with ground floor retail frontage must continue to be developed on the west side of Storrs Street. On the east side of Storrs, the Capital Shopping Center must eventually be reconfigured, in phases, by developing new retail shops directly on Storrs Street. (See Section G.)

FIGURE 9

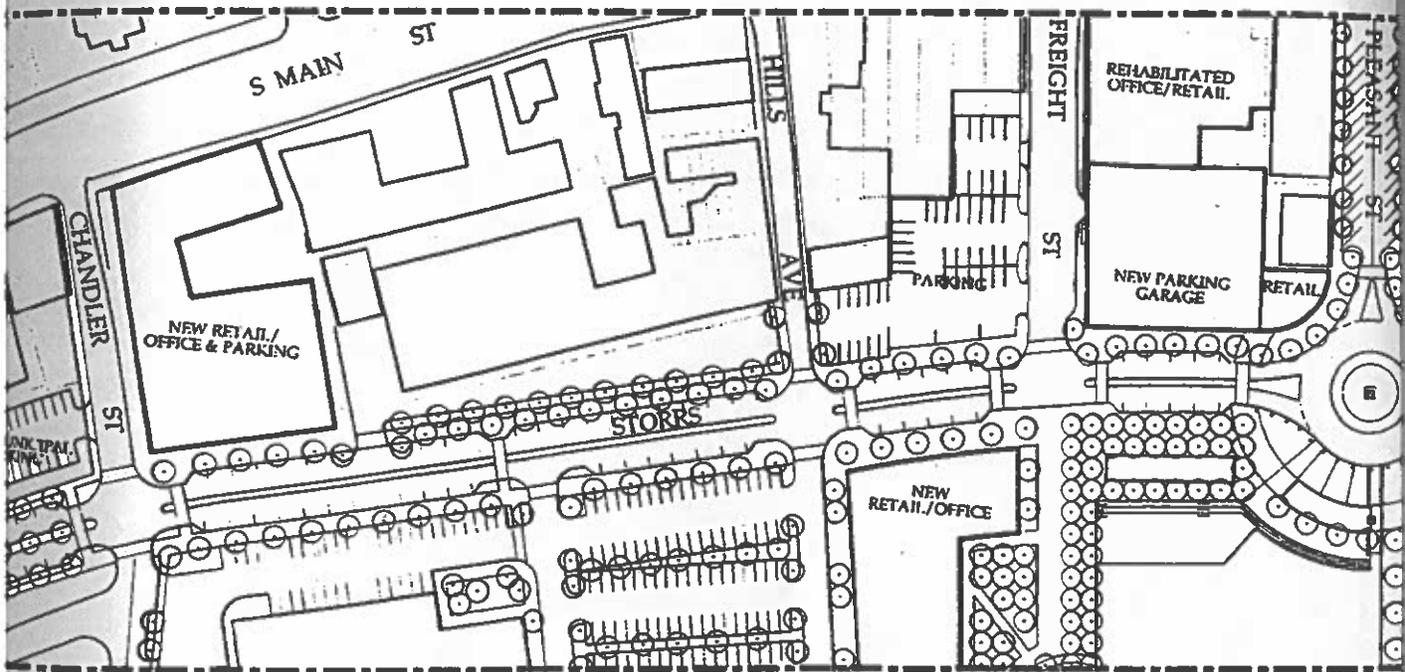


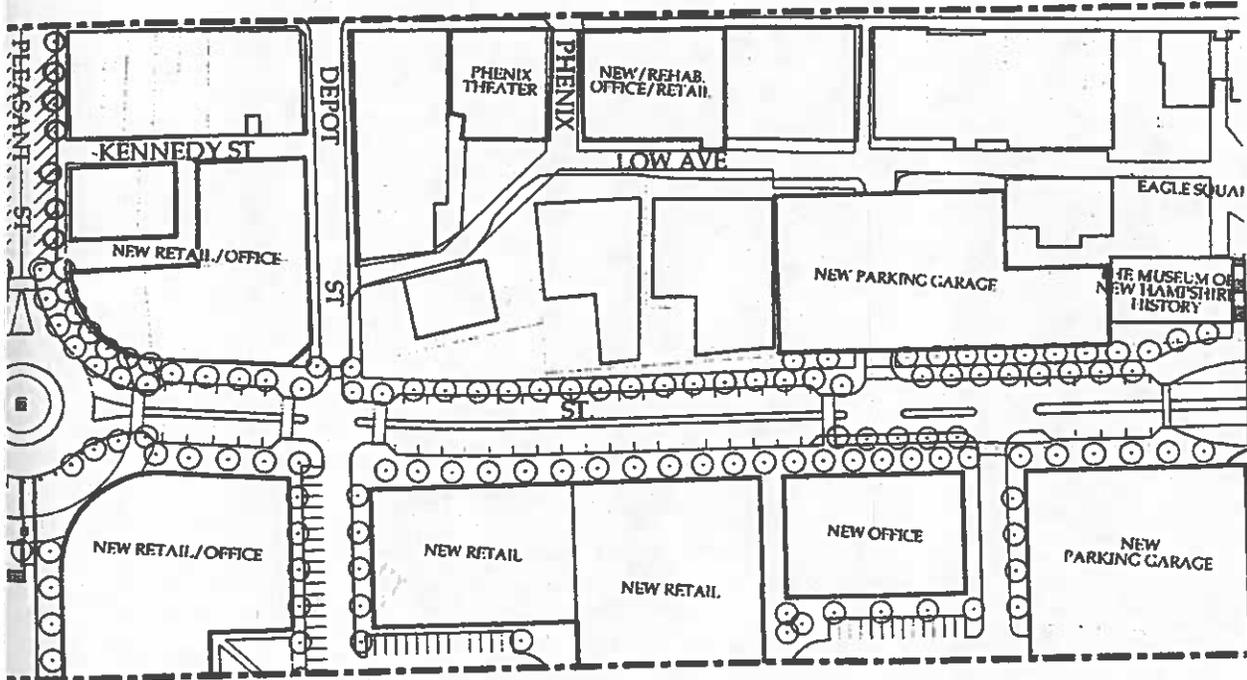
**STORRS STREET: TYPICAL
EXISTING CONDITIONS**

FIGURE 10



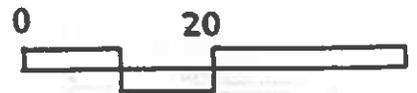
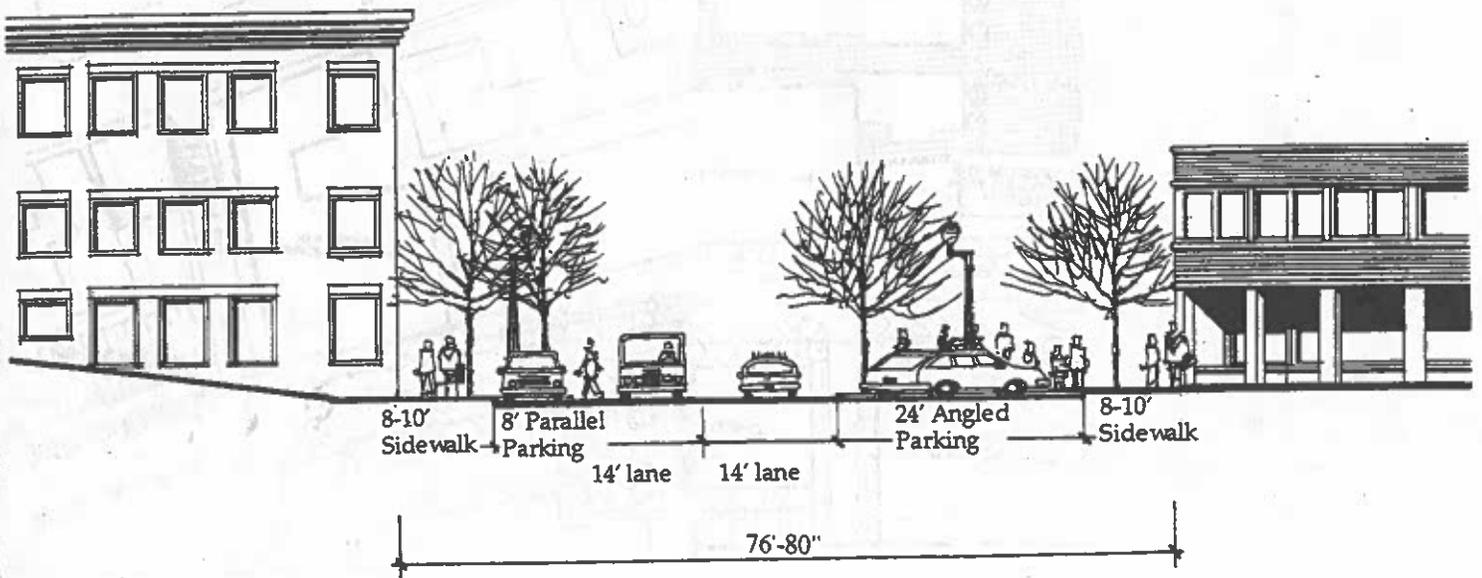
STORRS STREET: URBAN DISTRICT BOULEVARD SECTION WITH NEW BUILDING INFILL





**STORRS STREET
BOULEVARD SCHEME**

FIGURE 12



STORRS STREET: URBAN DISTRICT SECTION WITH ANGLED ON - STREET PARKING AND NEW BUILDING INFILL

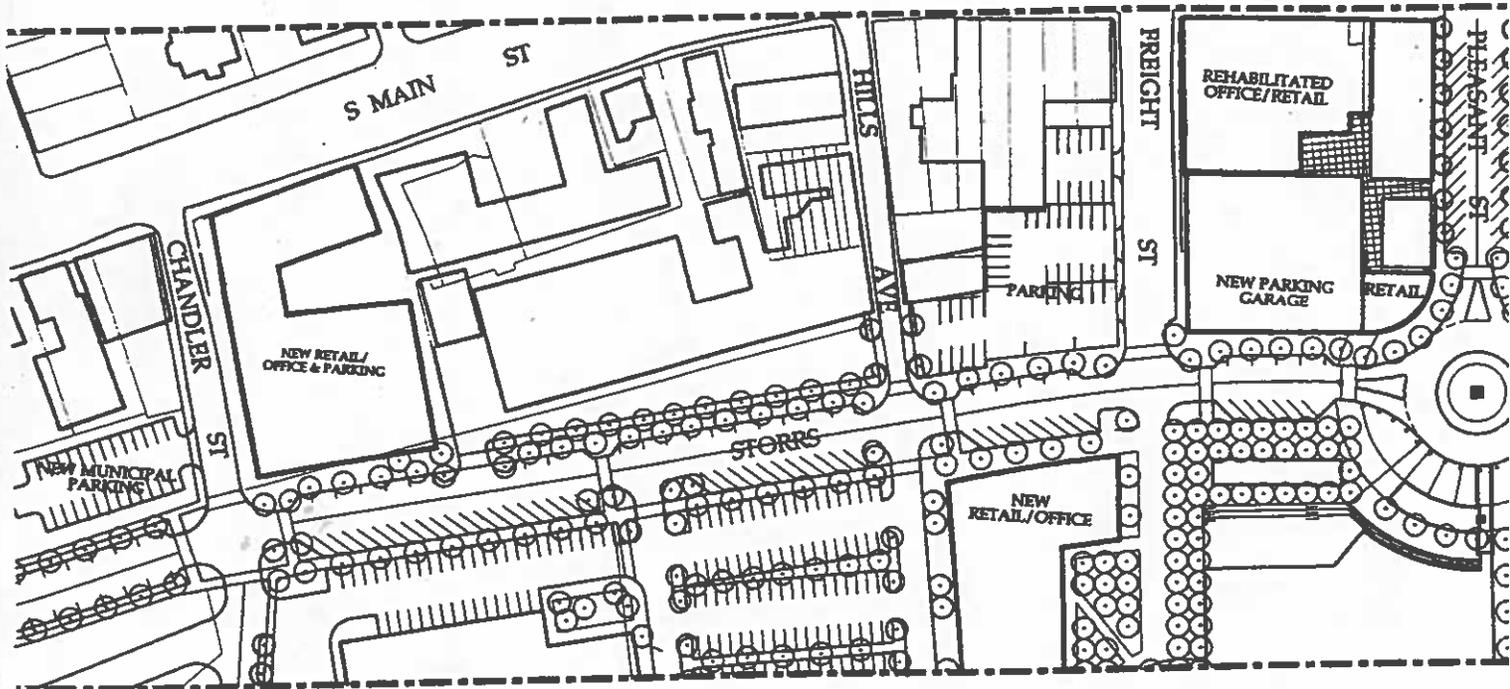
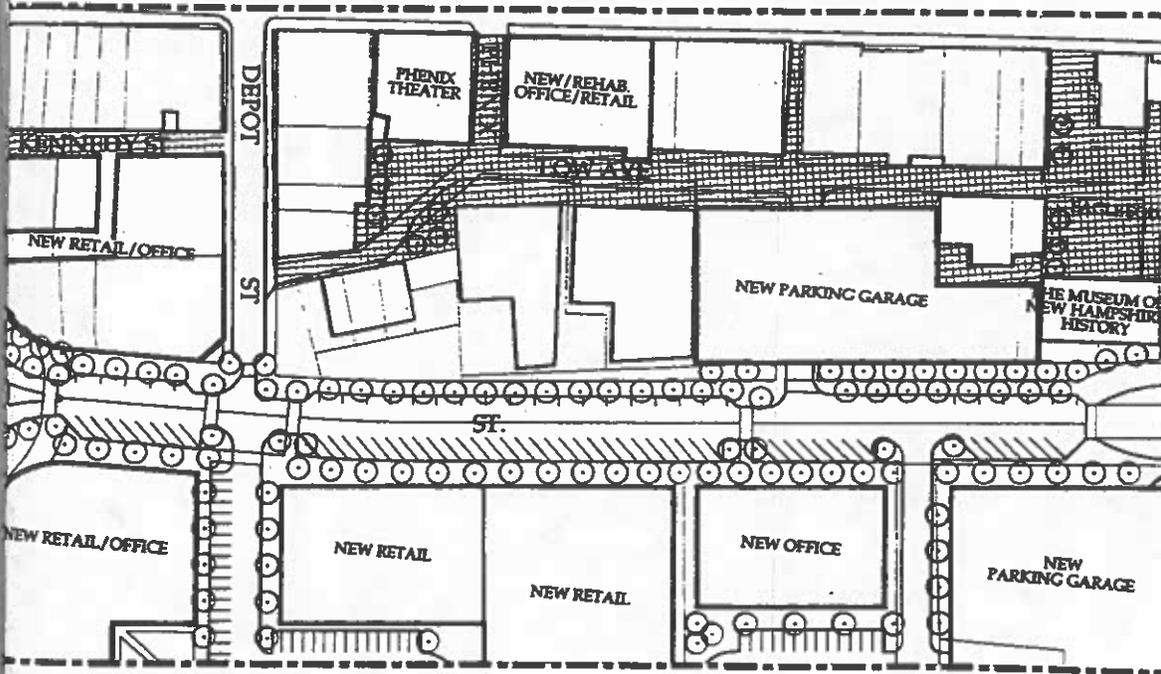


FIGURE 13



**STORRS STREET
ANGLED PARKING SCHEME**

Infill and Total Block Redevelopment on the West Side of Storrs Street

On the west side of Storrs, private and small-scaled infill development that outreaches directly to the back-of-sidewalk line should be encouraged. This new infill development should place ground-floor retail frontage directly onto Storrs Street. Parking lots located directly on Storrs should be discouraged. If the market warrants, the upper floors of these infill developments could be designed for either office use or housing units. From the upper levels of this infill development – at fifteen, twenty-five, or thirty-five feet above Storrs Street – views of the Merrimack River may be visible, thereby offering an attractive amenity to potential renters or buyers.

Large portions of two blocks along the west side of Storrs Street (from Storrs to Main Street) should be considered for complete redevelopment because of their currently underutilized potential and concentration of single-story buildings. These blocks include: 1) the one between Pleasant and Depot Street (from Storrs Street to the rear of the existing buildings on Main Street); and 2) the portion of the block between Chandler Street northward to the New Hampshire State warehouse building there, and from Storrs Street all the way to Main Street. To accomplish these larger redevelopments, smaller parcels will have to be assembled into single ownership.

New Storrs Street Parking Decks or Garages with Ground Floor Retail Shops

At certain sites along Storrs where new parking is recommended (e.g., at DuBois and at Freight Street), the construction of two or three-story parking decks should be encouraged, with the ground floor of such decks designed to accommodate retail frontage, if feasible. Eventually, when sufficient new replacement parking is constructed, the existing Legislative Garage over Storrs Street should be demolished.

Redevelopment of the NH Historical Society/Eagle Square Parking Lot Site

To the east side of Storrs Street, a critical site near Bridge Street is now occupied by a surface parking lot used by the tenants of the Eagle Square complex and visitors and staff of the NH History Museum. It is bound on its east by the rail right-of-way. Because it immediately adjoins the Legislative Garage which looms in air rights over Storrs Street, it has not been an attractive redevelopment site. Once the Legislative Garage is demolished, however, and Storrs Street is rebuilt as a "boulevard," this site may become more appealing to redevelopers.

If this site is to be redeveloped for new uses such as office space with ground floor retail shops, it will likely require structured parking to accommodate it. At an assumed market demand driven ratio of 3 tenant parking spaces/1000 gsf of office development, one story buildings could

New infill development should place ground-floor retail frontage directly onto Storrs Street. Parking lots located directly on Storrs should be discouraged.

When sufficient new replacement parking is constructed, the existing Legislative Garage over Storrs Street should be demolished.

be constructed that would simply require a surface parking lot to support its own tenant needs. However, *replacement parking* for the Eagle Square development must also be accommodated at this site. Therefore, the immediate need for at least a parking deck is required. If the new buildings were two stories in height or more, a multi-level parking garage would be required.

Clearly then, the redevelopment of this site would come with a significant cost premium – structured parking.

Redesign Storrs Street/Create a New Boulevard with Additional Parking

The redesign of Storrs Street itself should be examined by the City of Concord to make it a pedestrian-friendly and visually attractive boulevard. New streetscape designs, widened sidewalks, new street trees, and better lighting should all be investigated. A variety of solutions to provide additional public parking should be incorporated into the new street designs as well. Parallel parking and angled parking solutions should also be explored along Storrs Street.

Storrs Street currently carries approximately 7,700 cars per day. In the future, it is expected to carry up to 14,000 cars per day under a full-build scenario in the "Opportunity Corridor." In spite of this increase in travel volume, one lane in each direction should still prove sufficient to accommodate this demand.

Two "families" of possible street cross-sections are illustrated here for further exploration. They all assume a street configuration of just one lane in each direction.

Alternative 1: Storrs Boulevard/Parallel Parking

This first family of street cross-sections the creation of a tree-lined boulevard, complete with median, street trees and lighting. Parallel parking is provided on both sides of the street as is presently done. As a result, no new net increase in on-street parking is provided. Only one travel lane in each direction is required, even when future development growth along the "Opportunity Corridor" is considered.

Alternative 2: Storrs Boulevard/45 Degree Angled Parking

This family of illustrated street cross-sections shows a tree-lined Storrs Boulevard with angled parking on the east side of the street (see Figure 13). This configuration requires a street-widening and a possible taking of some NET Realty property at the Capital Shopping Center site. (Dependent on more detailed study, it is quite possible that no net loss of Capital Shopping Center parking spaces will occur, in spite of the taking, if the shopping center lot can be re-stripped to reflect the smaller parking space widths

One solution to Storrs Street is the creation of a tree-lined boulevard, complete with median, street trees and lighting.

Another a tree-lined Storrs Boulevard with angled parking on the east side of the street.

required by today's smaller sized automobile fleet.) However, almost a doubling of on-street parking is provided for a net increase of approximately 79 cars.

Additionally, the angled parking configuration provides a "traffic-calming" means of slowing traffic on Storrs Street to support the pedestrian-friendly environment that we are encouraging for the downtown segment of Storrs Street. As in Alternative 1, only one travel lane in each direction is required to support the anticipated traffic volumes. The width of the street and the parking space configuration near intersections have been designed to allow cars traveling in the same direction to by-pass cars stopped or waiting to make left-hand turns against oncoming traffic. A 6 to 16 foot widening in the street right-of-way is required.

The Pleasant Street/Storrs Street Intersection Round-About

As a key design feature in any roadway design scheme selected, the intersection of Pleasant Street and Storrs Street will be designed as a landscaped round-about to visually highlight this important intersection. If designed well, it could serve as the primary gateway to the new riverfront district.

In any roadway design scheme selected, the intersection of Pleasant Street and Storrs Street should be designed as a landscaped round-about

From a pragmatic point of view, this design feature will serve as a traffic calming device to slow the speed of cars and to create a safe and more friendly pedestrian environment. From a visual design point of view, the landscaped roundabout will serve to mark this important gateway intersection. The City may wish to install a significant and notable work of art or statuary at the center of this roundabout to act as a visual landmark that could be seen at some distance along Storrs Boulevard and from Main Street looking down along the Pleasant Street axis.

G. Make the Main Street to Storrs Street Pedestrian Connections: Expand and Improve the Pedestrian Network of Alleyways and Side Streets

Over the years, Concord has developed a series of successful and attractive small-scaled public squares, courtyards, and parks throughout the downtown together with an intimately-scaled interconnecting pedestrian network between them. There remains, however, a functional and perceptual gap between Main Street and Storrs Street that is magnified by the steep elevational drop along the several cross streets linking Main Street to Storrs and the difficulty of walking these steeply-sloped streets during the icy winter months.

Low Street and Kennedy Street both have the potential to evolve into an attractive pedestrian alleyway system.

On the west side of Main Street, the intimate courts and spaces of Capitol Square and Bicentennial Square, together with Warren Street, are linked by pedestrian passages that are often lined with retail shops and that also serve, in part, as the service alleys supporting the buildings adjoining these networks.

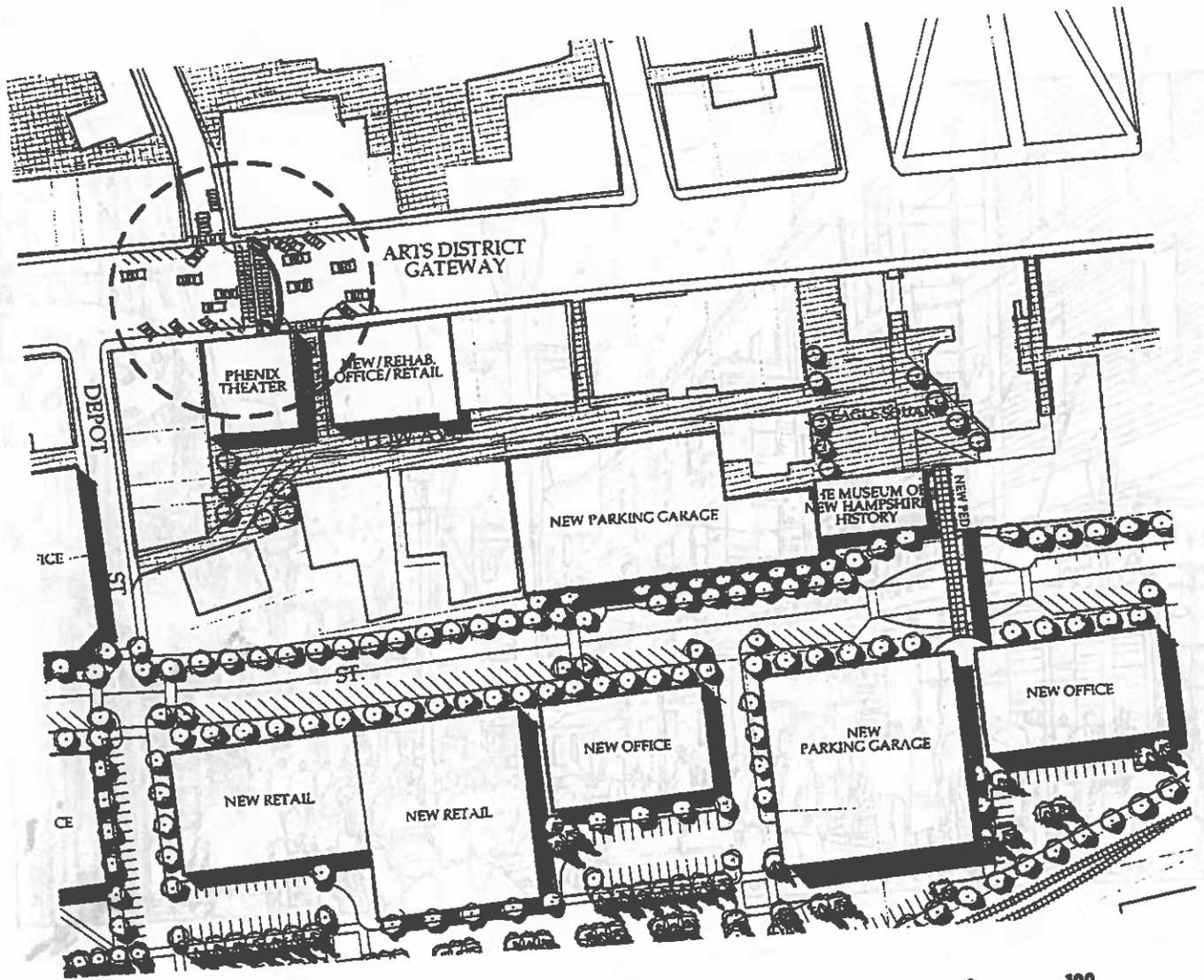
On the east side of Main Street, the arched gateway entrance to Eagle Square visually invites people across Main Street from the vicinity of the large Capitol Lawn. Eagle Square links with Low Avenue, and Kennedy Street which now both serve primarily as service alleys. In the future, however, as the Phenix Building is restored, the CVS site is redeveloped, and other infill development occurs in the blocks between Main Street and a revitalized Storrs "Boulevard," Low Street and Kennedy Street both have the potential to evolve into an attractive pedestrian alleyway system linking and drawing pedestrians between Main Street and Storrs Street, in general; from the retail and museum activity of Eagle Square to a revitalized Phenix Theatre, which would anchor the northern end of the Arts, Cultural and Entertainment District; and on to Depot Street, now flanked by two restaurants – Cheers and Angelina's. Therefore, this modest but intimately-scaled pedestrian and service way could serve to link east to west pedestrian activity, north to south pedestrian activity, and key public squares and places, including , eventually, a new riverfront park/plaza and water basin at the Capital Shopping Center site.

Over the years, as the blocks between Main Street and Storrs Street begin to infill and redevelop, the City should prepare a capital improvement plan to pave, plant, and light Low Street as an attractive pedestrian way. Building owners and tenants adjacent to Low Avenue should begin to examine their buildings to see how they could be reconfigured to provide storefronts or store entrances on Low Avenue. As plans are developed to renovate the Phenix Theatre and redevelop the CVS site next to the Phenix Theatre, building entrances and store entrances on Low Avenue should be incorporated as part of the redevelopment plans. Most of these buildings have basement heights that permit retail usage in whole or part.

To further achieve this goal of creating an inviting pedestrian alleyway system, the coordination of trash pick-up times and locations, and dumpster locations will have to be better coordinated. If dumpsters can be "ganged" into more centralized collection points, they can be visually screened and made less visually obtrusive.

In addition to the success that Concord has already demonstrated with its intimate network of small plazas, courts, and pedestrian alleyways, other New England and New York examples abound to further support this concept. They include small retail pedestrian passageways near the

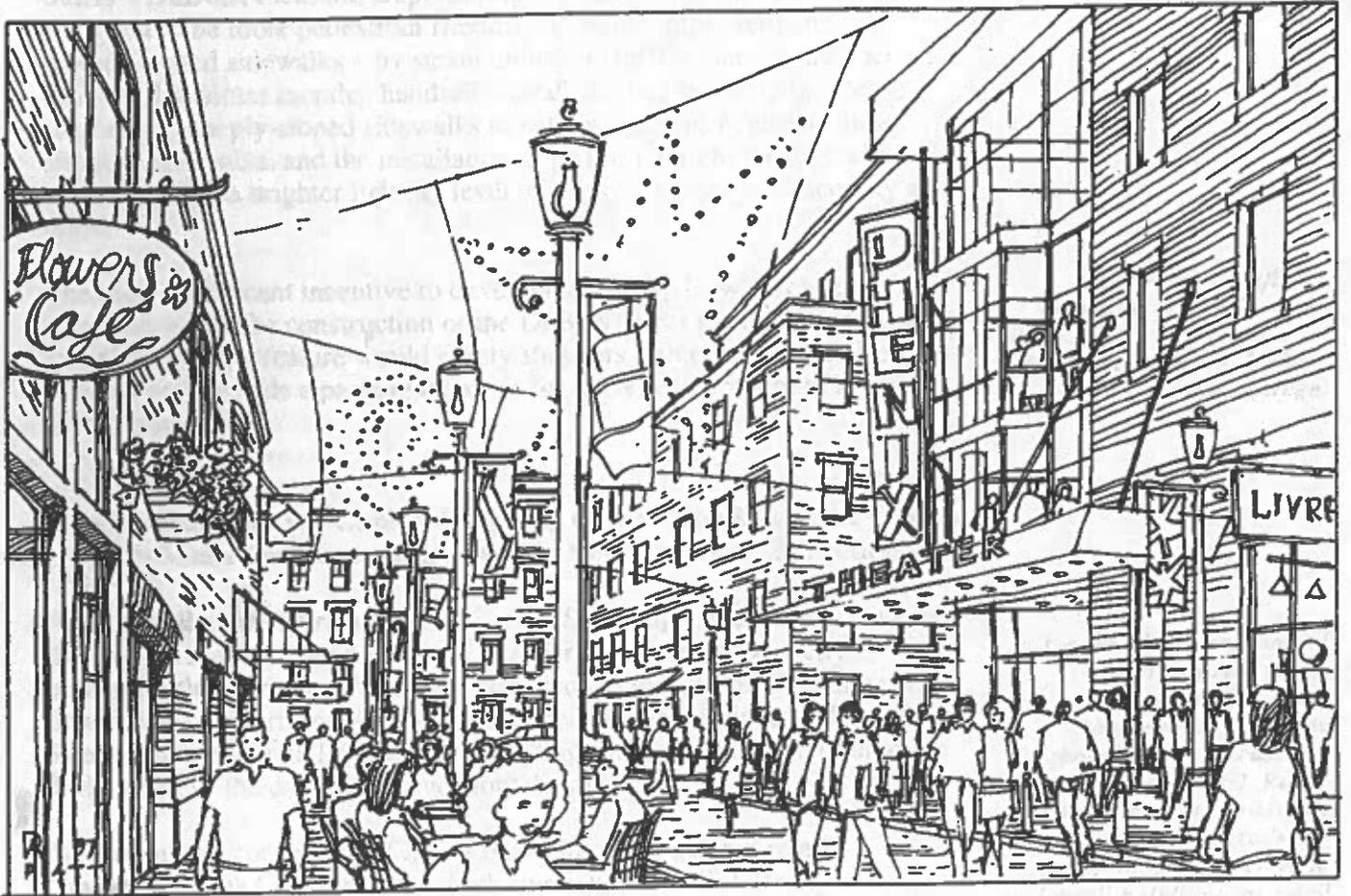
FIGURE 14



EAGLE SQUARE / LOW AVENUE ALLEY SYSTEM

Pennamouth, NH waterfront; the central residential area in New Bedford; the
Malac; the alley-system of Oneonta, NY; the school atmosphere of
Harvard Square; and Boylston Place.

In addition to the improvements to Low Avenue, the plan calls for
between Main and Sturrs, the second and third streets from
Sturrs - DuBois, Pleasant, Depot, and



**ILLUSTRATIVE SKETCH:
LOW AVENUE AT PHENIX
THEATER.**

Portsmouth, NH waterfront; the center retail district of Kennebunkport, Maine; the alley system of Oneonta, NY; the pedestrian networks through Harvard Square; and Boylston Place Alley in Boston's theatre district.

In addition to the improvements to Low Avenue as a pedestrian link between Main and Storrs, the several cross streets linking Main Street to Storrs – DuBois, Pleasant, Depot, Freight, etc. (see Figure 16) – should be designed to be more pedestrian friendly. Possible improvements may include heated sidewalks – by steam tunnel or electric mat – to melt ice and snow in the winter months; handrails installed along building facades adjacent to steeply-sloped sidewalks to help pedestrians negotiate these slippery sidewalks; and the installation of pedestrian light fixtures which would provide a brighter lighting level to improve the sense of security at night.

The most significant incentive to development along Low Avenue, however, would be construction of the DuBois Street garage proposed in this plan. Such a feature would empty shoppers immediately onto Low Avenue and provide a parking resource for the redevelopment of Main Street properties.

The most significant incentive to development along Low Avenue would be construction of the DuBois Street garage.

H. Reconfigure the Capital Shopping Center Site/Retain the Option To Make the Eventual Downtown to Riverfront Connection

An eventual reconfiguration of the Capital Shopping Center site is critical to the long term vision for downtown in order to meet some key city objectives that our consultant team was charged to explore – making the downtown-to-riverfront connection described earlier, enlivening Storrs Street with active retail space, and providing a major public gathering place in the heart of the downtown/riverfront district.

To support the conversion of Storrs Street into a revitalized retail "boulevard," the City should begin discussions with NET Realty Management to gradually reconfigure and upgrade the Capital Shopping Center to add retail buildings, as retail demand warrants, directly on Storrs Street to provide streetside storefronts, restaurants, shop entrances, and direct pedestrian access from Storrs Street. Presently, patrons of the Capital Shopping Center perceive that they must drive to this Center, even if they work nearby in the downtown, since a vast sea of parking visually and physically separates Storrs Street from the closest storefronts in the shopping center. This is quite a discouraging walk, particularly in the winter months.

To support the conversion of Storrs Street into a revitalized retail "boulevard," the City should begin discussions with NET Realty Management to gradually reconfigure and upgrade the Capital Shopping Center to add retail buildings, as retail demand warrants, directly on Storrs Street. Patrons of the Capital Shopping Center perceive that they must drive to this Center, even if they work nearby in the downtown, since a vast sea of parking visually and physically separates Storrs Street from the closest storefronts in the shopping center.

It is worth noting that downtown retail shops are 100% occupied, that annual expansion is projected, and that there is a substantial differential between Main Street and side street rents, and those currently achieved at the NET Shopping Center.

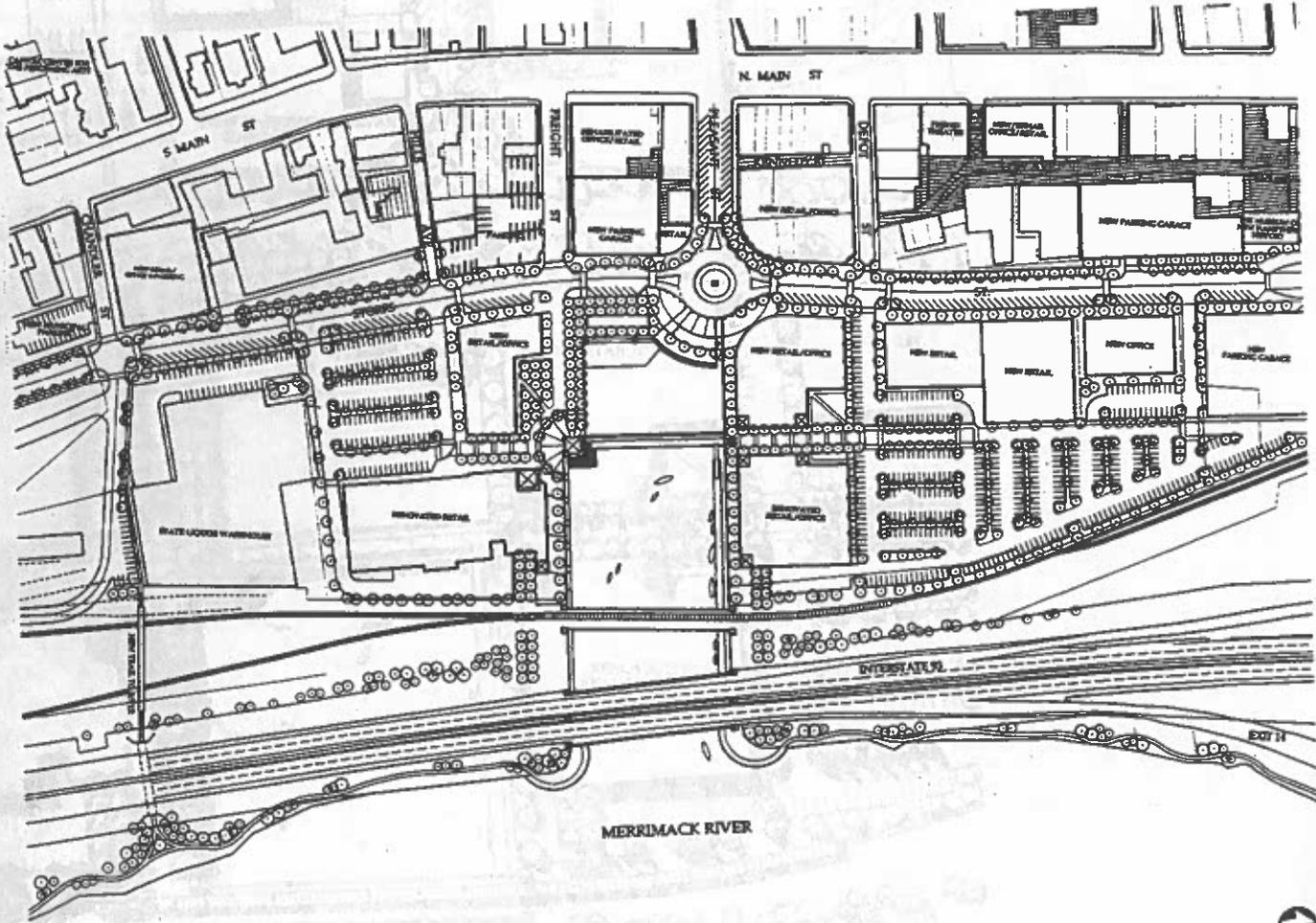
However, if the Shopping Center were gradually reconfigured to add retail stores directly on Storrs Street, the Center would more directly be identified and linked – physically, visually, and psychologically – with the downtown Main Street retail district just one block away, thereby attracting direct walk-in patronage from downtown workers and nearby residential neighbors. Examples of such shopping center reconfigurations are increasingly occurring. A most recent example of such a reconfiguration is at the Porter Square Shopping Center in Cambridge, MA by its owners, Gravestar, Inc.

Such a reconfiguration must be designed, therefore, to meet these objectives, but equally, meet the marketing and financial objectives of NET Realty – the property's owners. At a minimum, a combination of both public investments and private investments will be necessary. And, it is likely that certain key objectives will only be reached after ten or fifteen years as a result of an incremental and phased reconfiguration strategy. Though the problems will be many – the public objectives for the site must be crafted to work within the economics of upgrading the shopping center – the rewards of such an effort may be mutual: If the reconfiguration can be accomplished, the City will be able to meet many of its urbanistic objectives, and NET Realty will be able to attract increased patronage for its retail tenants and therefore be able to command increased rents sufficient to warrant the expenditure of considerable investment in their property. It is worth noting that downtown retail shops are 100% occupied, that annual expansion is projected, and that there is a substantial differential between Main Street and side street rents, and those currently achieved at the NET Shopping Center. Ultimately, the objective is to reconfigure the shopping center in financially feasible phases that, at a minimum, does not preclude an ultimate configuration that achieves the City's vision for its riverfront and Storrs Street corridor.

Though the public objectives for the reconfiguration of this site may almost be self evident – (1) provide a visual connection to the river along the Pleasant Street axis, (2) provide a public gathering place along the Pleasant Street axis, provide a public gathering place or water body (e.g., such as a reflecting pool/skating rink) that, at a minimum, symbolically, (3) makes the river connection, and (4) encourage the creation of an active Storrs Street Boulevard – NET Realty's own criteria may be less well understood.

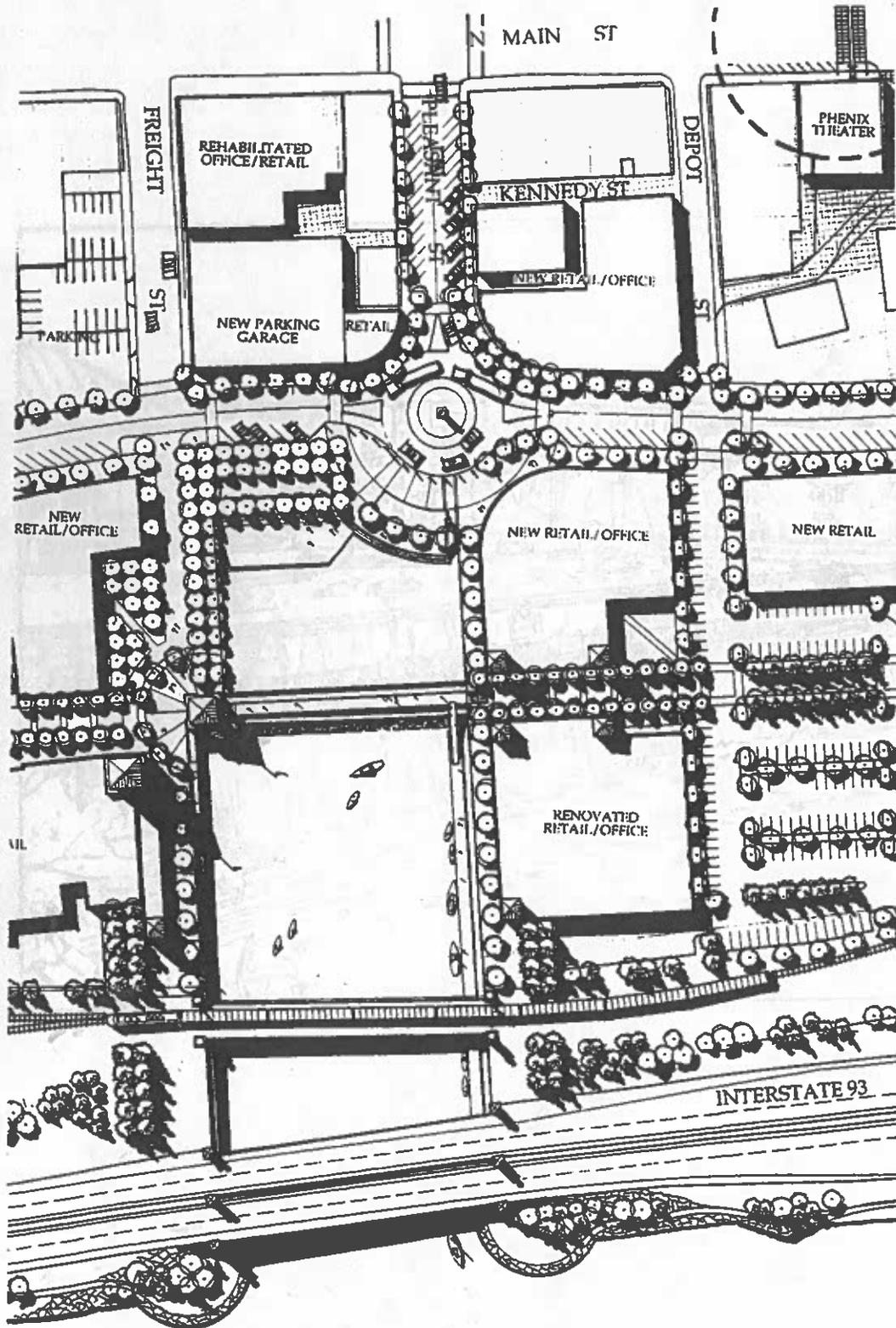
From NET Realty's perspective, retailers must be highly visible, parking must be sufficiently plentiful (a market-driven minimum of 4 parking spaces per 1000 gsf of retail space is required. Currently, in excess of 5 parking spaces per 1000 gsf is available, and 5 parking spaces per 1000 gsf is required by zoning), parking must be well located on the site to be perceived as convenient and easily accessible, and rent levels must be able to support financial reinvestment in the property. Additionally, since the

FIGURE 16



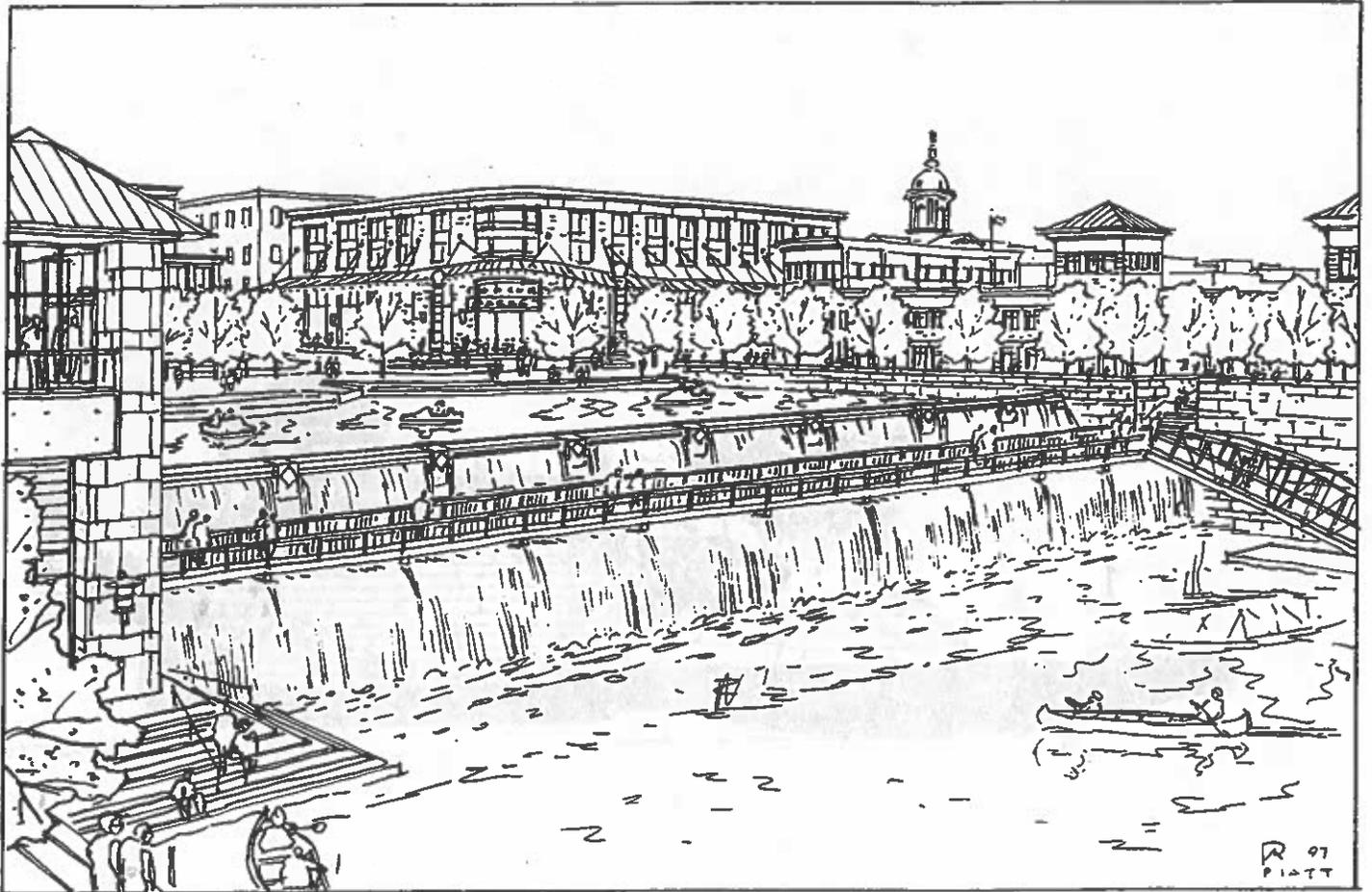
NET PROPERTY PHASE 3

FIGURE 17

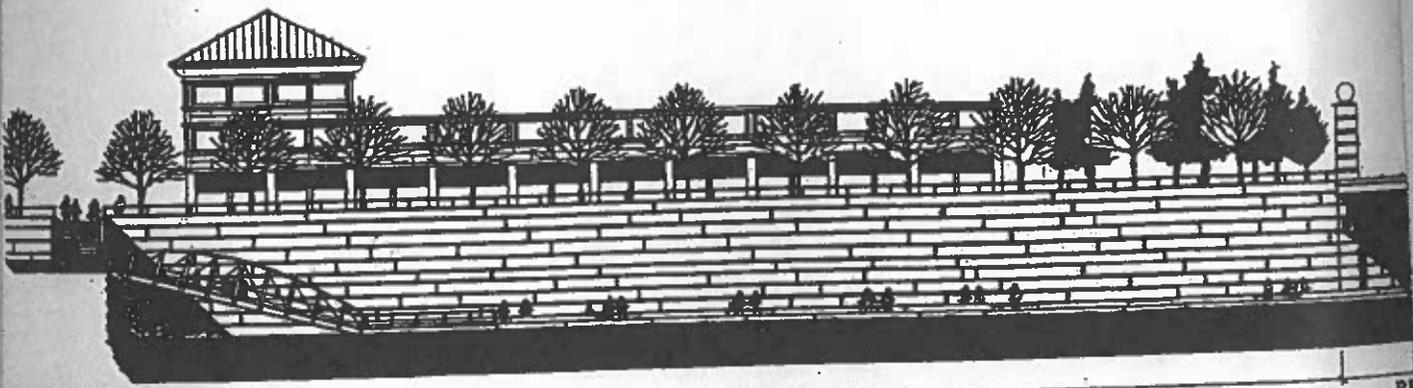


PLEASANT STREET AXIS & CANAL

FIGURE 18



**ILLUSTRATIVE SKETCH:
WATER BASIN AT STORRS
STREET LOOKING BACK
TOWARD CITY.**



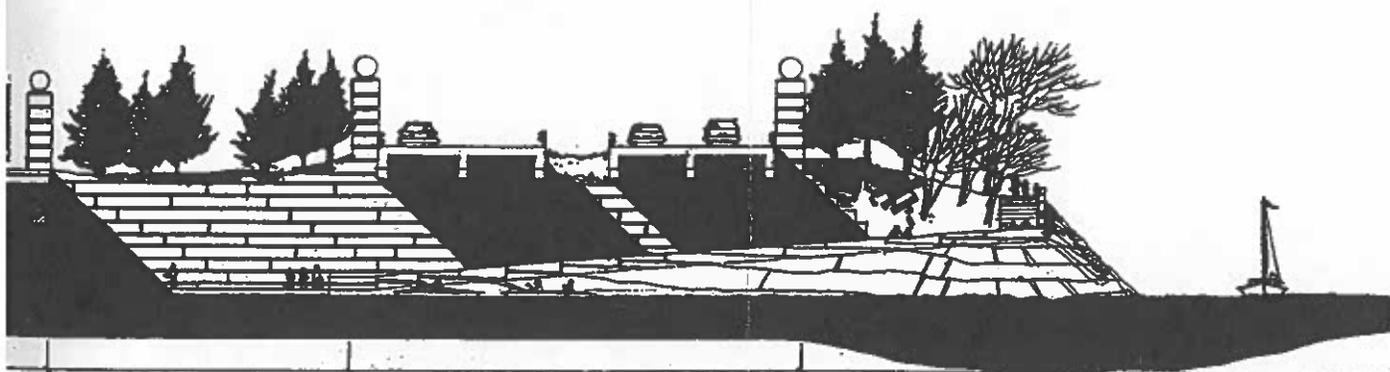
ESTRIAN CROSSING AND
LS

RIVER ACCESS STARTS

CANAL PROMENADE

RE

FIGURE 19

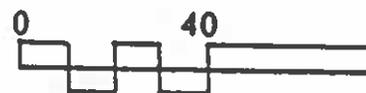


WALKWAY TO MERRIMACK RIVER

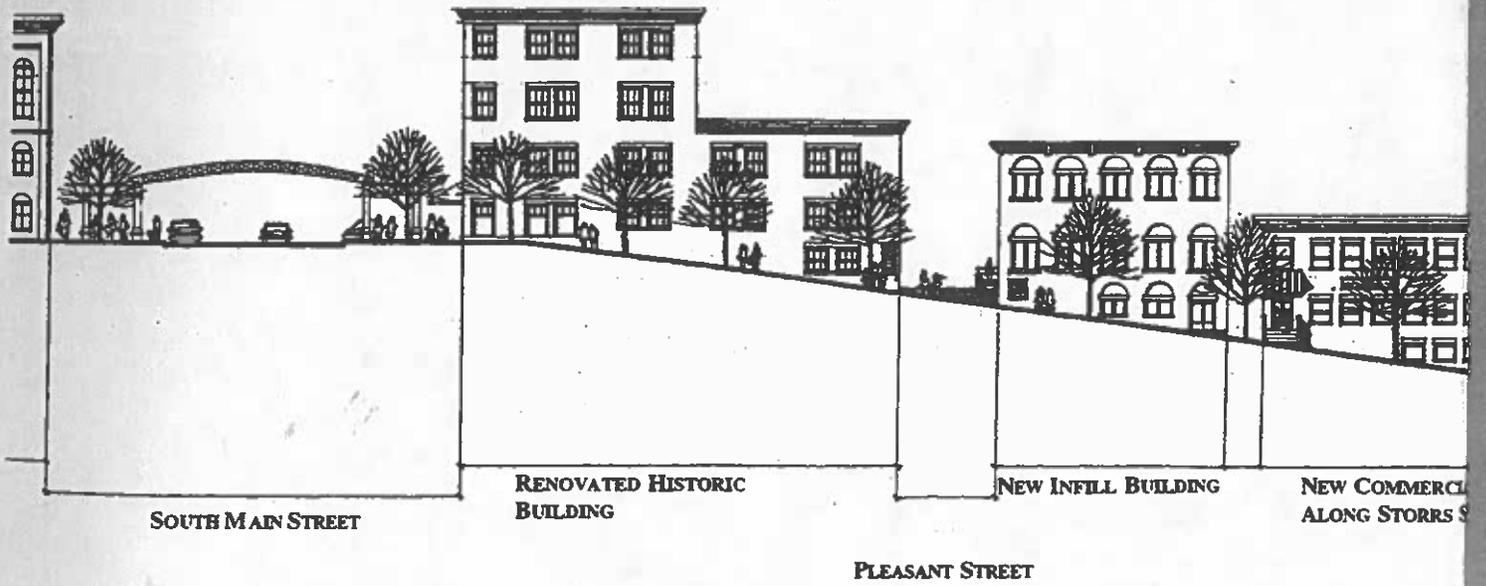
I-93 SOUTHBOUND BRIDGE

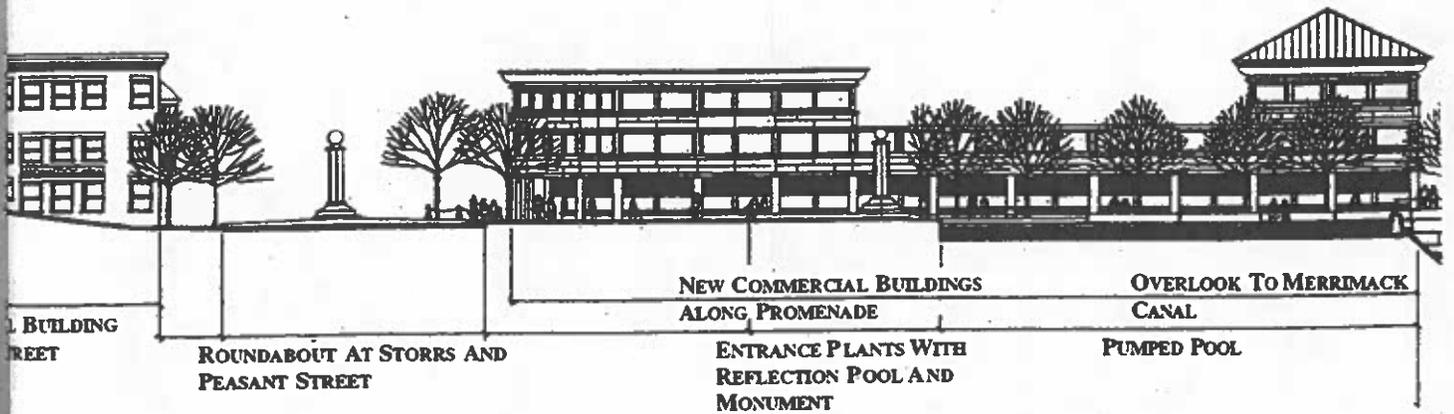
I-93 NORTHBOUND BRIDGE

MERRIMACK RIVER



**SECTION VIEW OF
PLEASANT STREET, MAIN
STREET TO MERRIMACK
RIVER**





BUILDING
STREET

ROUNDAABOUT AT STORRS AND
PEASANT STREET

NEW COMMERCIAL BUILDINGS
ALONG PROMENADE

ENTRANCE PLANTS WITH
REFLECTION POOL AND
MONUMENT

OVERLOOK TO MERRIMACK
CANAL
PUMPED POOL

site was a former rail yard, contamination at the site may add to the site preparation cost of any reconstruction or reconfiguration of the site.

As stated above, retailers in strip shopping malls want to be seen from the street. In fact, certain retailers have that exact requirement included within their lease agreements which prohibit new stores from being constructed in front of them. Though such agreements must be honored (at least until their leases expire, or, alternatively, with that portion of the lease apartment bought out), there are solutions to reconfiguring the site that allow an increase in density and additional retail square footage while still providing sufficient visibility. (Enclosed shopping centers, for example, provide no direct exterior visibility to most of their retail tenants at all.)

As NET Realty incrementally adds new retailers to its site over time, the new buildings will consume existing surface parking spaces while simultaneously increasing demand for those very spaces lost. It is now estimated that NET Realty could safely add an additional 27,000 gsf of retail space and not require new parking because there currently exists a surplus of parking at the site. Any additional new retail space beyond 25,000 gsf would lower the available parking ratio below the 5 parking spaces per 1000 gsf currently required by zoning. Urban shopping centers, and even some suburban ones feel a comfort level anywhere from 4 spaces per 1000 gsf or above. This standard, if permitted by the city in its zoning ordinance, would enable another 30,000 gsf +/- of retail space to be constructed beyond the 27,000 +/- gsf currently being considered. Beyond that amount of additional development (57,000 gsf +/-), parking structures at the site would be required to restore the desired number of parking spaces or parking ratio, and that would require a substantially greater gsf rent than is currently attainable unless the city was to provide the parking in whole or part.

When NET Realty's traditional site development criteria and current lease agreements are factored into consideration, the ability to imagine a major reconfiguration of the site that meets the City's long-term objectives diminishes. However, if a cooperative attitude between the City and NET Realty can be forged, flexibility in thinking about previously held rules concerning shopping center design adopted to fit the unique locational characteristics of this downtown site, and an agreement that a proposed reconfiguration of the site could be a win-win situation for both the City and NET Realty, then the possibilities begin to emerge.

NET Site Redevelopment Phasing Strategy
Although very preliminary in nature, a phased reconfiguration strategy is illustrated as an example of how both City objectives and NET Realty objectives can be met. The specific purpose of this phasing plan is to

reconfigure the Capital Shopping Center site, in feasible phases, to 1) encourage increased retail development, 2) require that this new retail development be constructed directly on Storrs Street to encourage a new and active pedestrian-friendly boulevard, 3) provide a new public gathering place for the City at Pleasant and Storrs Street, and 4) at a minimum, allow for the eventual possibility of the construction of a major water basin and connection to the river at this critical site.

It is the intent of this phasing strategy to provide the City with a significantly improved public environment at the completion of each redevelopment phase without precluding the option to eventually achieve a full river connection at this site. However, this phased redevelopment plan has been crafted so that even if the full river connection is never achieved, the City will nevertheless gain, at intermediate phases of redevelopment, a more vital Storrs boulevard and a new public outdoor gathering space that will serve all of Concord's citizens.

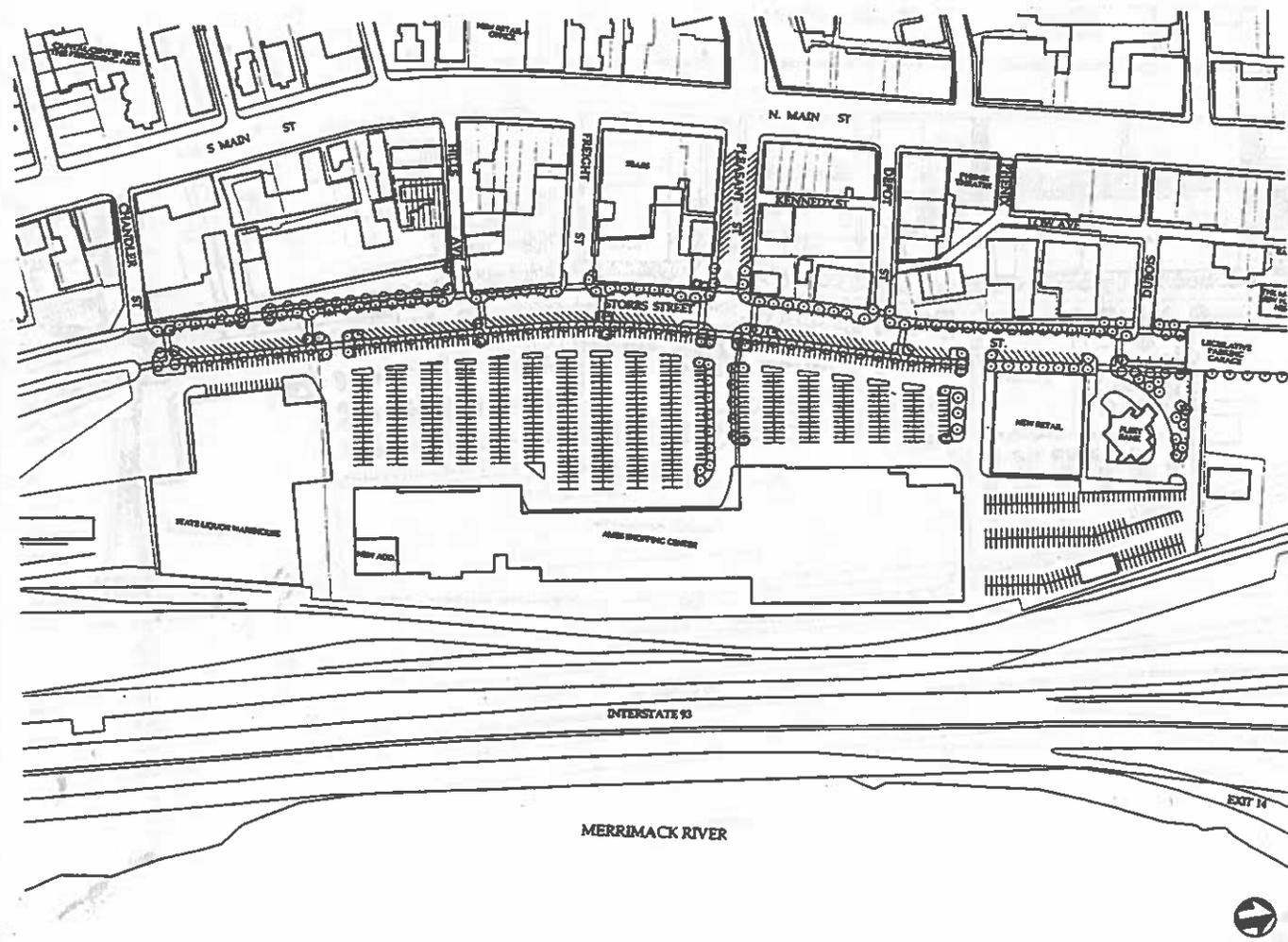
To achieve this vision for Concord's riverfront will require a significant public/private partnership. NET Realty or any successor owner of the site will have to significantly reinvest in its property; and, the City will have to invest in the surrounding public infrastructure and amenity package and aggressively seek state and federal monies to finance these infrastructure and amenity improvements. However, if these various public and private improvements are properly coordinated, phased, and packaged together as reinforcing amenity "bundles," they will mutually support one another and increase value for all.

The phased development plan shown in the accompanying drawings is detailed in the Target Project chapter of this plan. It does not necessarily represent an optimal development plan in its earliest stage(s), either for the city or the developer. Indeed another commercial developer that we brought to the site suggested that his first move would be to establish two "pad" buildings on Storrs Street flanking the Pleasant Street right-of-way, but on the east side of the street, and that he would negotiate a reasonable buyout of the clear view clause of the leases that currently prevent such a strategy.

I. Develop a Core Downtown Parking Construction Program and Management Plan

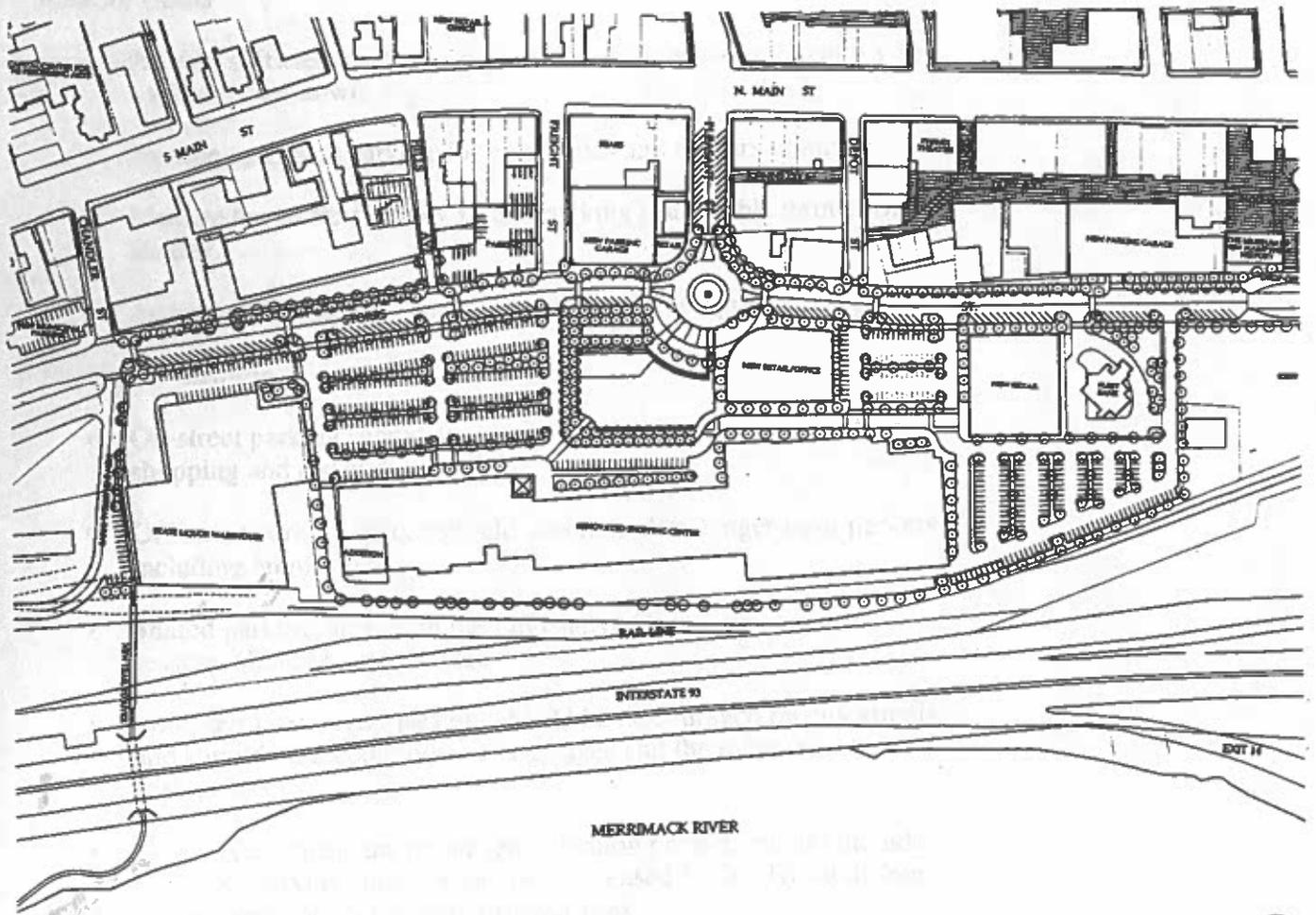
An important element of the Downtown Master Plan is to suggest a parking development and management strategy that will both help ameliorate the perception that parking in the downtown core is now insufficient, and eventually provide needed additional parking spaces as the downtown continues to grow in the long-run. Clearly, downtown retailers, shoppers,

FIGURE 20



NET PROPERTY PHASE I

FIGURE 21



NET PROPERTY PHASE 2

office workers, and patrons of the growing number of performing arts events require parking that is perceived of as safe, convenient and affordable. Therefore, the following parking goals, principals and policy measures are offered for Concord's consideration. These principals are guidance for the City to follow primarily when new development comes on line; however, they are also applicable for shorter-term measures also:

Parking Goals

- Provide sufficient customer parking and visitor parking to allow for a vibrant downtown.
- Provide sufficient parking for employees and owners of businesses.
- Manage the parking supply so that parking is available throughout the day.
- Accommodate parking demand from new development.

Parking Principals

- On-street parking should serve relatively short-term uses such as shopping and restaurant activity.
- Off-street parking spaces should accommodate longer-term parkers, including employees
- Shared parking, such as in the Legislative Garage when not in session, should be maximized.
- Long-term commuter parking should be discouraged on city streets and should be accommodated in garages and the more remote surface lots.
- New development and major rehabilitation projects should include off-street parking either on-site or on a leased basis. This will free up on-street spaces for high turnover uses.
- Joint development of city-owned lots on Storrs Street should be explored by combining municipal parking decks or garages above privately tenanted ground floor uses, such as retail shops.
- On-street parallel parking spaces should be striped to reflect the smaller size of today's automobiles. Reducing the size of over-sized spaces could increase the on-street street supply by up to 10 percent.

It is estimated that a downtown parking space is worth \$20,000 per year in annual sales; therefore, creating and maintaining these spaces for shoppers and visitors is critical. Short-term, high-turnover parkers should occupy the bulk of the on-street spaces.

The City should assist with enforcing the "shoppers only" rules at the shopping center to prevent illegal all-day parkers.

Establishing resident permit parking programs in neighborhoods adjacent to major trip generators would serve to restrict the supply of free on-street spaces and encourage the use of off-street lots and garages for all-day parkers and commuters

- High-occupancy vehicles should be accommodated in garages and lots. Supplemental bicycle racks should be provided as needed.
- Off-street parking for high-demand governmental uses, such as for Court officials and jurors, should be provided to alleviate impacts to adjacent neighborhood streets and to increase the overall supply of parking.

Policy Measures

Described below is a summary of policy measures to implement the parking Goals and Principals described above. A detailed discussion of the implementation of these Policy Measures are elaborated upon more fully in the Implementation Strategies section of the Downtown Development Plan.

- *Encourage short-term parking.*

On street parking spaces are extremely important to the viability of small downtowns. It is estimated that a downtown parking space is worth \$20,000 per year in annual sales; therefore, creating and maintaining these spaces for shoppers and visitors is critical. Short-term, high-turnover parkers should occupy the bulk of the on-street spaces. Motorists parking for 8 to 10 hours should be encouraged to park in garages. The parking rate structure should discourage commuters and other long term parkers from parking all day on the street.

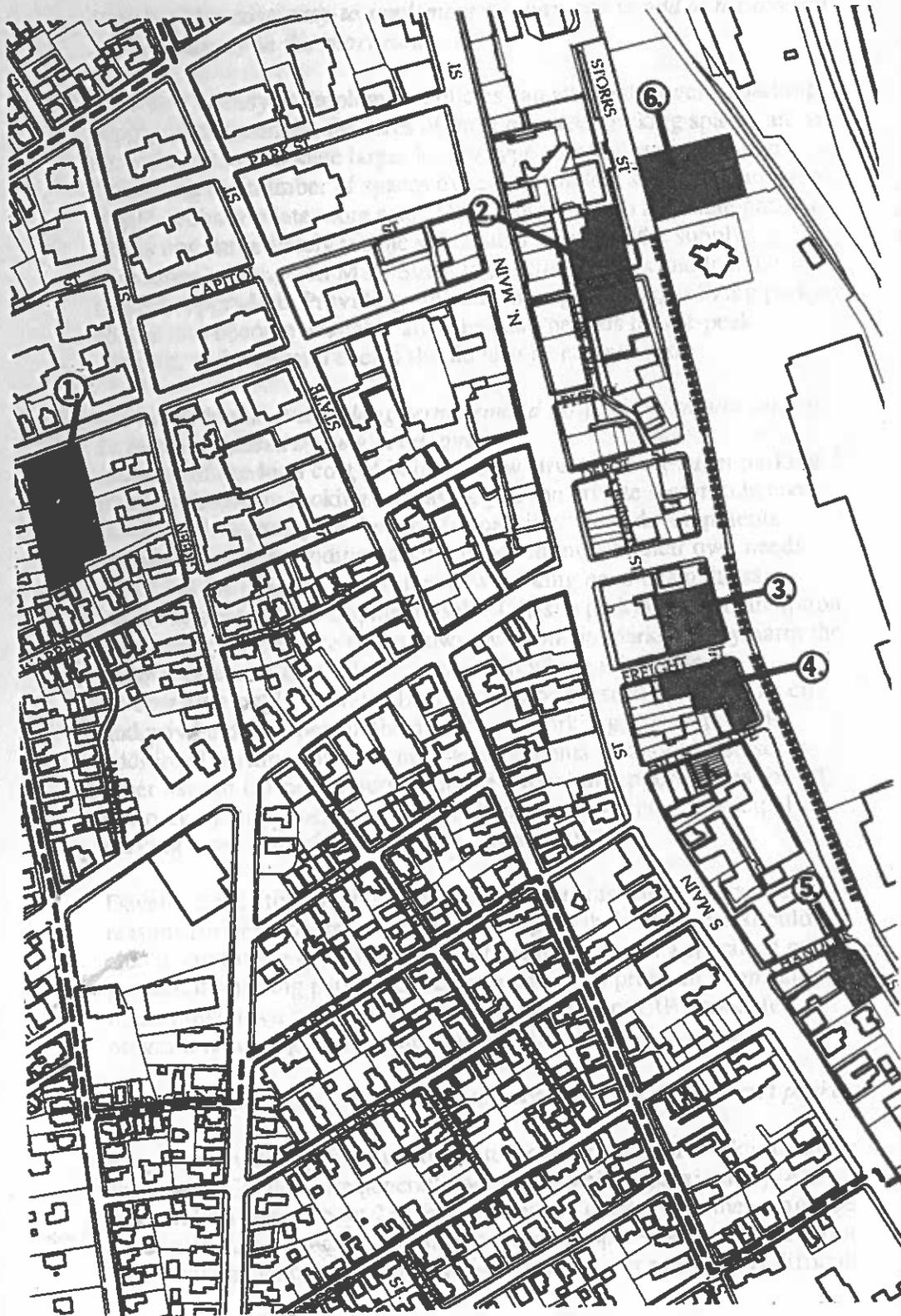
Free parking adjacent to metered parking, such as at the Capital Shopping Center, upsets this rate structure. The City should assist with enforcing the "shoppers only" rules at the shopping center to prevent illegal all-day parkers, if NET concurs.

Establishing resident permit parking programs in neighborhoods adjacent to major trip generators would serve to restrict the supply of free on-street spaces and encourage the use of off-street lots and garages for all-day parkers and commuters.

- *Reduce parking demand through Transportation Demand Management.*

Concord's 2010 Master Plan calls for new development to reduce the demand for parking. Creating incentives for people not to drive alone to work and providing them with specific information about alternatives can have an effect on behavior. The city should encourage the use of transit, van pools and car pools, for example. The city should also encourage bicycling to work.

FIGURE 22

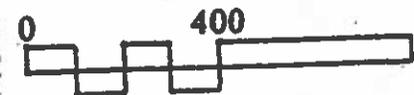


Legend:

Parking Count:

- 1. Green / Spring St. (210)
- 2. Dubois Ave. (200)
- 3. Sears (120)
- 4. Freight St. (64)
- 5. Chandler (24)
- 6. New Hampshire Historical (Variable)

-  Angled Parking
-  Proposed Parking Lots and Structure



**PROPOSED
PARKING LOCATION MAP**

- *Develop low-cost, easy-to-implement mechanisms to add to the overall parking supply in the short-run.*

A variety of easy-to-implement policies can add to the overall parking supply. For example, the sizes of most on-street parking spaces are still striped to accommodate larger luxury-type cars and station wagons. Increasing the number of spaces by re-striping to a smaller dimension would accommodate more cars. Directing people to available parking that is not immediately visible would also "expand" the supply. Directional signage on Main Street to parking garages and lots has been recently upgraded. Providing "shared parking," that is, utilizing parking spaces that become available after the peak periods for off-peak, evening, and weekend events should also be encouraged.

The sizes of most on-street parking spaces are still striped to accommodate larger luxury-type cars and station wagons. Increasing the number of spaces by re-striping to a smaller dimension would accommodate more cars.

- *Increases in the overall long-term demand for parking should largely be accommodated by new development.*

Because of the high cost of building new structured off-street parking, municipalities are looking increasingly to the private sector to become involved in meeting the demand for parking. New developments should assist in providing parking to accommodate their own needs. (This is not to say, however, that new parking need be on the same parcel as the new development itself. Off-site parking is also an option. Particularly in the core of the downtown, on-site parking may harm the historic fabric of the building or block in which it is located.)

Cooperative public private efforts should be pursued in which the city and private developers in the downtown work together to provide additional parking for these new developments that could also serve other uses in off-peak hours. Joint development opportunities for off-site parking on city-owned land could make developing municipal parking more cost effective for the city as well.

Developments for which it is uneconomic or infeasible for various reasons for developers to develop parking on their own sites should be able to contribute to a fund for off-site parking within a specified radius instead of building parking directly on site. The program permitting this in the downtown could exist outside of the current CIP impact fee program requiring a contribution of \$15,000 per parking space.

- *Enhance the walking environment to encourage use of off-street parking.*

Employees walking from parking sites to their place of work into a city the size of Concord are generally willing to walk approximately 400 feet; and shoppers about 280 feet. Distances greater than these must be made attractive, friendly, and safe to entice people to walk. The 25 foot grade change from Main Street to Storrs Street, for example, is difficult

For the long-term and intermediate range future, the construction of several new parking facilities should be considered by the City.

for many able-bodied as well as infirm and elderly people to negotiate, particularly in winter. Developing connections from parking or other developments that would make direct connections through buildings to Main Street would make parking on Storrs Street more attractive to many. For example, a parking structure could be built on the municipal lot at Storrs and Freight Streets that could connect to a building on Main Street (the proposed Sears Block renovation, for example; or, a parking structure on DuBois connecting directly to Low Street running directly behind Main Street buildings).

Suggested New Capital Parking Improvements to Increase Parking Supply

For the long-term and intermediate range future, the construction of several new parking facilities should be considered by the City. Most if not all of these have been suggested in previous reports and analyses. However, in several instances, we suggest they be pursued as public/private ventures and not solely as municipal efforts. Primarily, these parking facilities are located to support Main Street merchants and their customers, employees of Main Street businesses, and patrons of weekend and evening events at places such as the Capitol Center for the Performing Arts.

- *Chandler Street Lot.*

The City should construct a municipal parking lot for approximately 24 cars on the west side of Storrs Street immediately south of Chandler Street, primarily to support events at the Capitol Center for the Arts. Perhaps at a later date, if demand warrants, the lot can be expanded into a deck. This future option may require modifications to the Storrs Street right-of-way to accommodate the width required for a parking deck.

- *DuBois Street Garage.*

We suggest that the City pursue the construction of a new parking deck or garage for 200+ cars on land to either side of DuBois Street. Ultimately, this garage could serve as a replacement for the existing Legislative Garage. It would serve legislators for the months the Legislature was in session, and the general public the remaining months of the year as well as on weekends and evenings.

The garage would span DuBois. Entry to the garage could be made off DuBois Street with ramps up and down one level each. Pedestrians wishing to travel back and forth from Main Street (Low Avenue) down to Storrs Street could use this garage to make this passage via elevator or stair within a weather-protected interior environment. We strongly recommend that this garage be designed with retail frontage on the

ground floor of the structure Low Street or Storrs Street. Occupied ground floor space would provide a measure of safety, comfort, and security to garage patrons knowing that there were people on site through most of the day. We suggest that this project be pursued as a public/private joint effort. Lease payments from these retail tenants could be used to partially offset the cost of bonds required to construct the garage.

- *Freight Street / Sears Block Garage*

We suggest that the Sears clock owners, possibly with assistance from the City, construct a garage of three parking levels along Storrs Street immediately north of Freight Street for approximately 120 cars with retail below fronting Storrs Street. Because of the grade change from Main Street to Storrs Street, cars could enter the second level from Freight Street, thus eliminating the need for a ramp within the garage.

- *School/Spring/Green Street Garage.*

We suggest that the City pursue the construction of a low-scaled three-level parking deck on School Street for 200+ cars, a net increase of 127. This would serve both the Legislature and the employees at the new Federal Building and District Courts scheduled to reopen later this year. The structure should be no more than two levels in height above grade, so as not to overwhelm the scale of the surrounding residential-scaled neighborhood.

- *Storrs Street – New Municipal On-Street Parking.*

We suggest that the City examine the reconfiguration of Storrs Street to include angled parking spaces on the east side of the street. From Bridge Street to Chandler Street, such reconfiguration would increase parking from approximately 105 parallel parking spaces to 184 angled spaces, for a net increase of 79 spaces.

Widening the street to accommodate a 25-foot angled parking module for safer angled parking might be accomplished without significant impact to parking in the NET Realty property. There seem to be opportunities, through relatively minor re-striping of the NET Realty parking lot, to avoid losing parking spaces there if Storrs Street is widened. Careful examination of this option and coordination among all parties will be required. (Additionally, as an option, the City may want to examine the conversion of some presently free parking spaces on the Capital Shopping Center site closest to Storrs Street to metered municipal spaces. This would require the city to purchase or lease these spaces from NET Realty or to support a variance whereby employee

parking would be permitted along with a relaxation of the city's parking requirements of 1 car per 500 gsf in exchange for the ability to ticket violators.)

In the future, if the Legislative Garage over Storrs Street is removed and the NH Historical Society/Eagle Square parking lot on Storrs Street is developed, the existing on-street parallel parking could be converted to angled parking on the east side of the street almost to Bridge Street, thereby increasing the on-street parking supply even further.

- *Demolish the Legislative Garage.*

Once replacement parking is constructed, such as a new DuBois Street Parking Garage, the existing Legislative Garage of 204 cars should be demolished.

Net Downtown Parking Gain

Taken collectively, the construction of the publicity-initiated parking facilities described above would yield a net gain of approximately 512 spaces. When the existing Legislative Garage is demolished, the net gain would be 308 spaces. However, the Legislative Garage is underutilized throughout much of the year. Therefore, its demolition would not represent an *actual* net loss of 204 spaces for downtown tenants, visitors, or shoppers. These 308 net new spaces represent approximately 25% of the parking shortfall or deficit of 1236 spaces eventually predicted for the downtown core area by the 1994 VHB "Downtown Parking Study," and they do not include any spaces available on a leased basis from the NET Shopping Center. Other measures suggested earlier, such as re-striping on-street parking spaces, would further reduce the predicted parking deficit.

Parking Supply Summary Chart

<i>Facility</i>	<i>Existing</i>	<i>Proposed New</i>	<i>Net Increase</i>
Green/School	83	210	127
DuBois Ave	40	200	160
Sears (at Freight)	48	50	2
Freight St.	45	165	120
Chandler/Storrs Lot	0	24	24
Storrs On-Street Parking	105	184	79
Totals	321	773	512

J. Encourage Opportunities for Increased Transit and Bicycle Use

Encourage Increased Bus Ridership

Riders on Concord Area Transit buses currently are commuters who are transit dependent, either due to economic circumstances, age, or infirmity. Despite ridership increasing 14 percent since 1995, the number of riders is only about 260 riders on fixed-rout service each day, with approximately 40 patrons on paratransit services. High auto ownership, relative lack of roadway congestion, and relatively available parking at reasonable prices make it difficult to attract people to leave their car at home and take a bus.

In addition to increasing the marketing of Concord Area Transit for commuters, the bus system could be used to serve major or concentrated employment activity nodes at peak times and provide an alternative to driving short distances within the downtown. For example, bus schedules could be modified to serve the new state offices and the medical complexes on Pleasant Street at lunch time to provide quick, reliable and convenient service to downtown lunch and shopping destinations. To encourage people to use this service and to leave the car parked instead of driving a short distance for lunch, shopping or downtown errands, consideration should be given to eliminating fares in the downtown area.

Opportunities for Increasing Bicycle Use

Accommodating bicycles in Concord's downtown is important to creating livability and accessibility to the surrounding neighborhoods. Bicycle use in the downtown is fairly light and should be promoted as a transportation mode to help alleviate parking problems. Ways to improve conditions for cyclists include:

- Install high-quality bicycle racks on sidewalks in the downtown and at all government buildings.
- Develop a signed and marked route for bicycles to the Heritage Trail.
- Provide bike lanes or wide outside curb lanes, where possible, and where it does not result in a net decrease in on-street parking, to accommodate on-street cyclists on all major roadways.
- Make loop detectors at intersections sensitive to bicycles.
- Promote bicycling opportunities in brochures, literature, and maps.

Bus schedules could be modified to serve the new state offices and the medical complexes on Pleasant Street at lunch time to provide quick, reliable and convenient service to downtown lunch and shopping destinations.

K. Encourage the Eventual Redevelopment of the "Opportunity Corridor North" and Provide Future Street Linkages to the Downtown Core

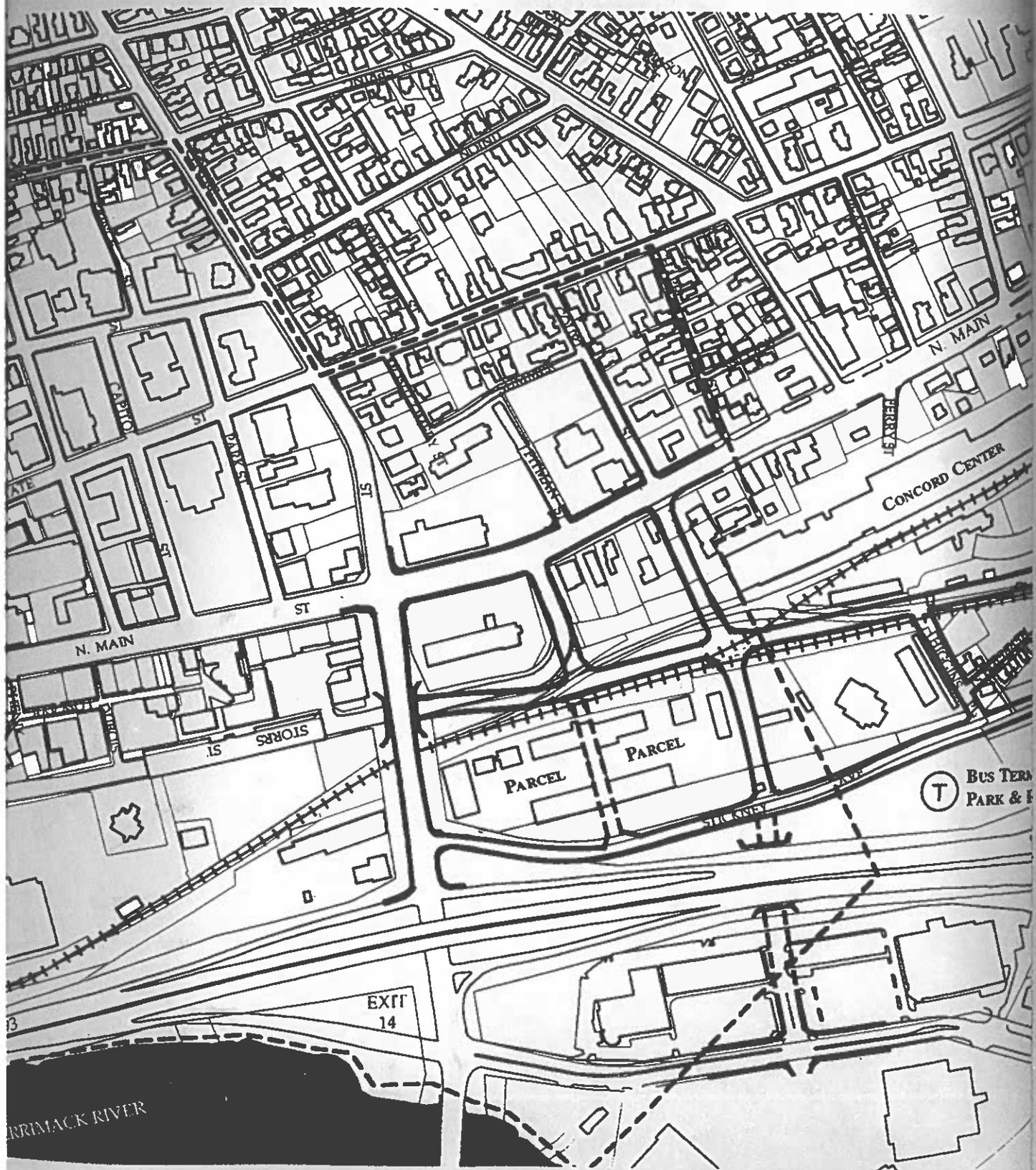
Concord, in planning access roads to the Conference Center site, should apportion sufficient resources to enhance the streetscape of Commercial Street along the edge of Horseshoe Pond to provide a handsome front door to this new venue.

At the time of this Study it appears that a new Conference Center and Hotel may be built along Commercial Street across from Horseshoe Pond and adjacent to the Page Belting site. While from a downtown perspective this is not the optimal site for a Conference Center, this development, at the northern edge of the "Opportunity Corridor," will provide Concord with a new activity node north of the downtown core and will draw increased visitations to the City. Since attendance at conferences or other events here will provide many first time visitors to Concord with their first impressions of the City, it is important that the public environment surrounding the Center is made attractive and inviting. Therefore, Concord, in planning access roads and streets to the Conference Center site, via a "fish-hook" design that connects to I-393 and Exit 15, should apportion sufficient resources to enhance the streetscape of Commercial Street along the edge of Horseshoe Pond to provide a handsome front door to this new venue.

Regarding the future long-range development prospects of the Opportunity Corridor North, recent renovations of adjacent developments such as the Concord Center for office space use, the coming Conference Center, and the relative infrequency of train traffic north of Bridge Street, will likely encourage the eventual development of this Corridor for office space and back office space uses.

In spite of this improving environment, however, it is probable that the redevelopment of the Opportunity Corridor between I-393 on the north and Bridge Street to the south near the gateway into the downtown core will not occur in the immediate or intermediate range future, though eventually its redevelopment is likely. There are two primary reasons for this. First, at present, there is no immediately sufficient market or sufficient absorption rate for such a vast amount of acreage to be developed. (It is conceivable that a shopping center developer may consider this site attractive. However, such a use would compete directly with downtown retailers.) Therefore, redevelopments are likely to be incremental. Secondly, there are currently prohibitive up-front site preparation costs in this district – the relocation cost, currently estimated at over \$6 million for NH DOT's Garage and Laboratories (given the construction costs of new facilities and land purchase); possible site contamination clean-up costs; roadway and utility infrastructure costs; and railroad relocation costs.

A window of opportunity has recently arisen that may allow the DOT garage to be relocated to an existing building elsewhere in the city for a total relocation cost of only \$2 million. NH DOT has asked the City to pay, in



N. MAIN

STORRS ST

CONCORD CENTER

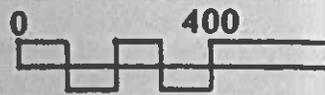
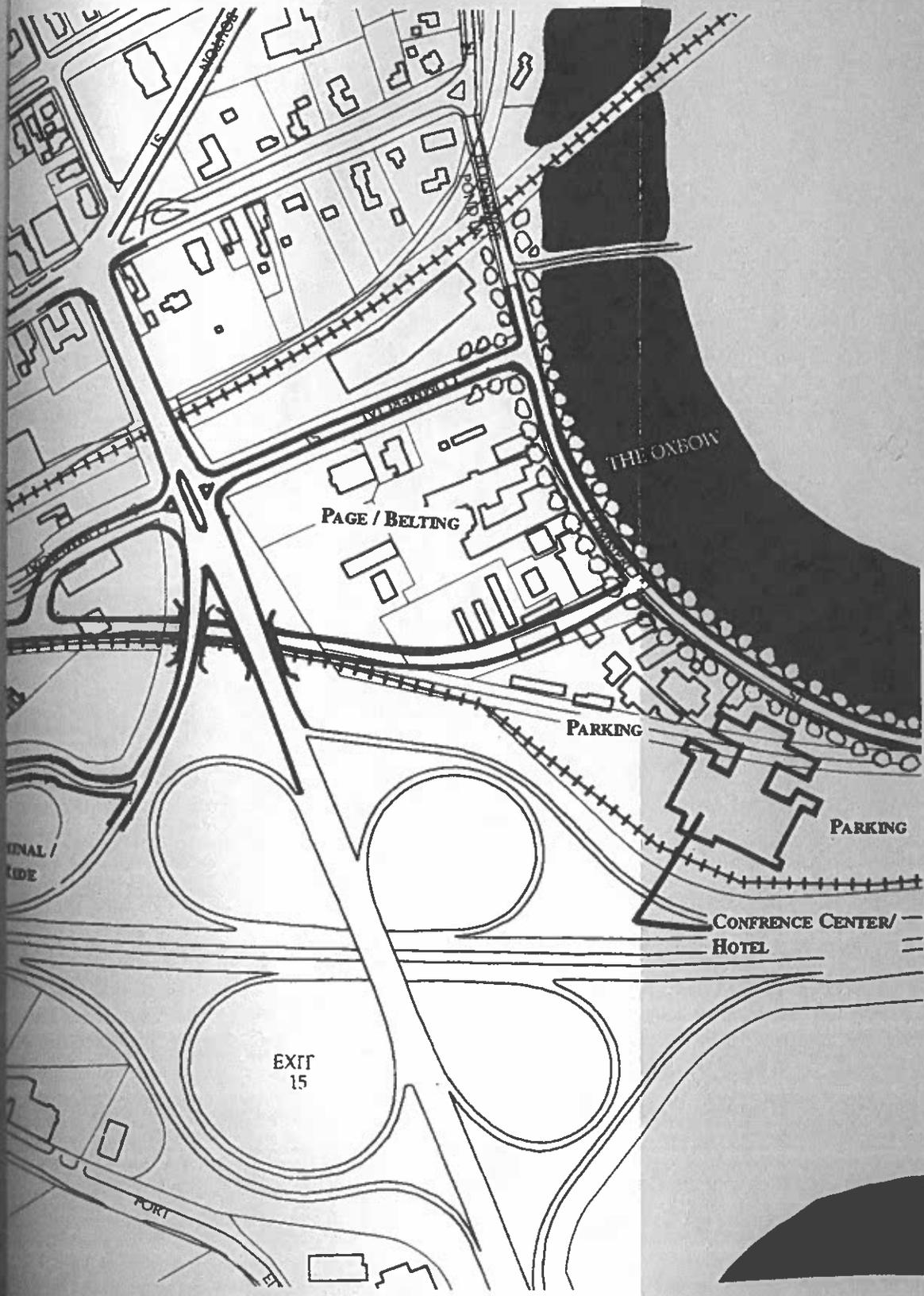
PARCEL

PARCEL

T BUS TERMINAL PARK & RIDE

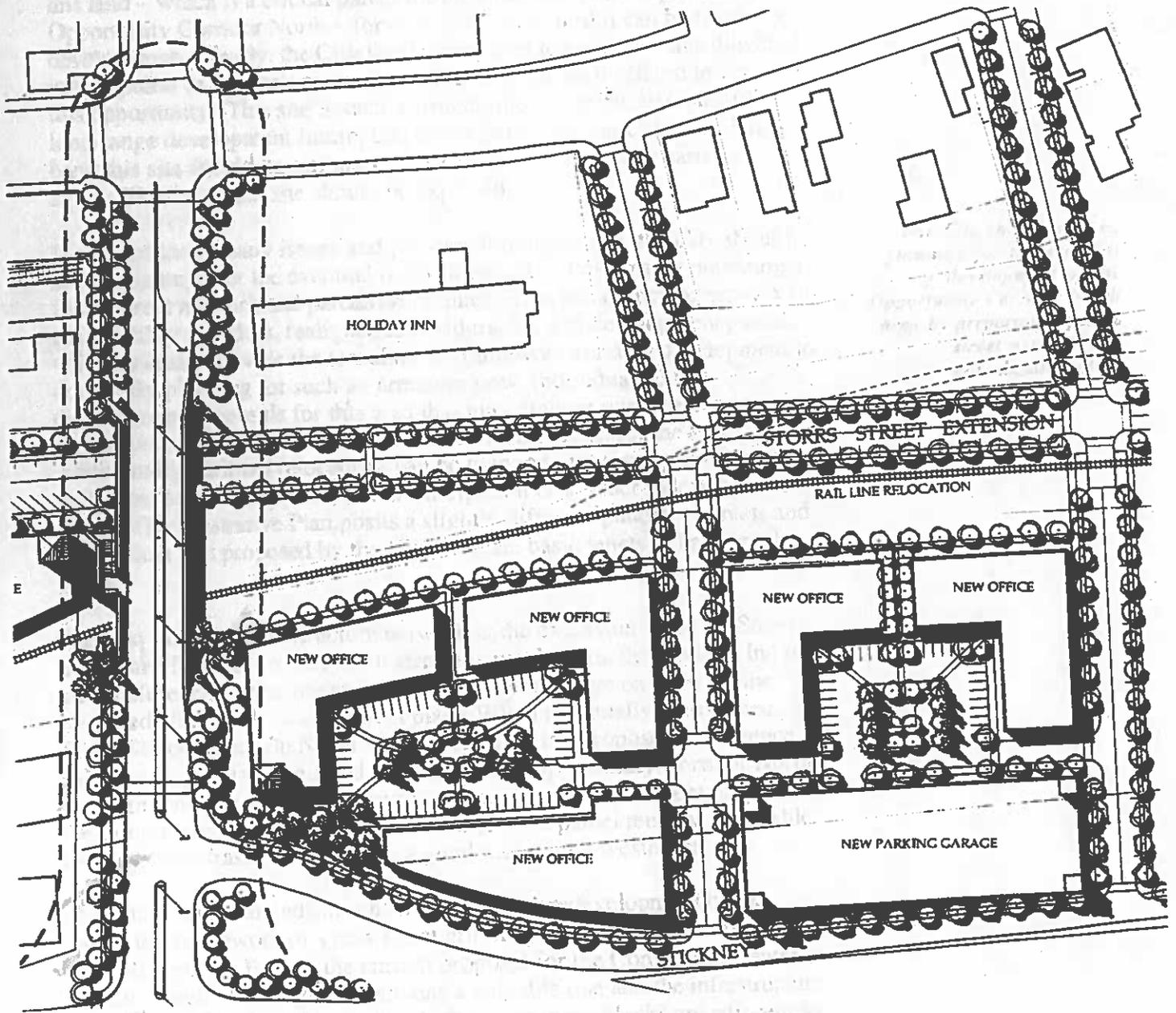
EXITT 14

SHRIMACK RIVER



**OPPORTUNITY CORRIDOR
NORTH MAP**

FIGURE 24



**NEW HAMPSHIRE DOT
PROPERTY CONVERSION**

case, that supply is shown on one of the two blocks. To avoid the necessity of cross-agreements between different developers, the site plans could be reconfigured to make each block self-sufficient.

As an alternative to the office/back office redevelopment scheme shown, this site, immediately adjacent to the downtown core, would be ideal for the City's Conference/ Exhibition Center should the current Conference Center proposal fail to successfully materialize at Horseshoe Pond.

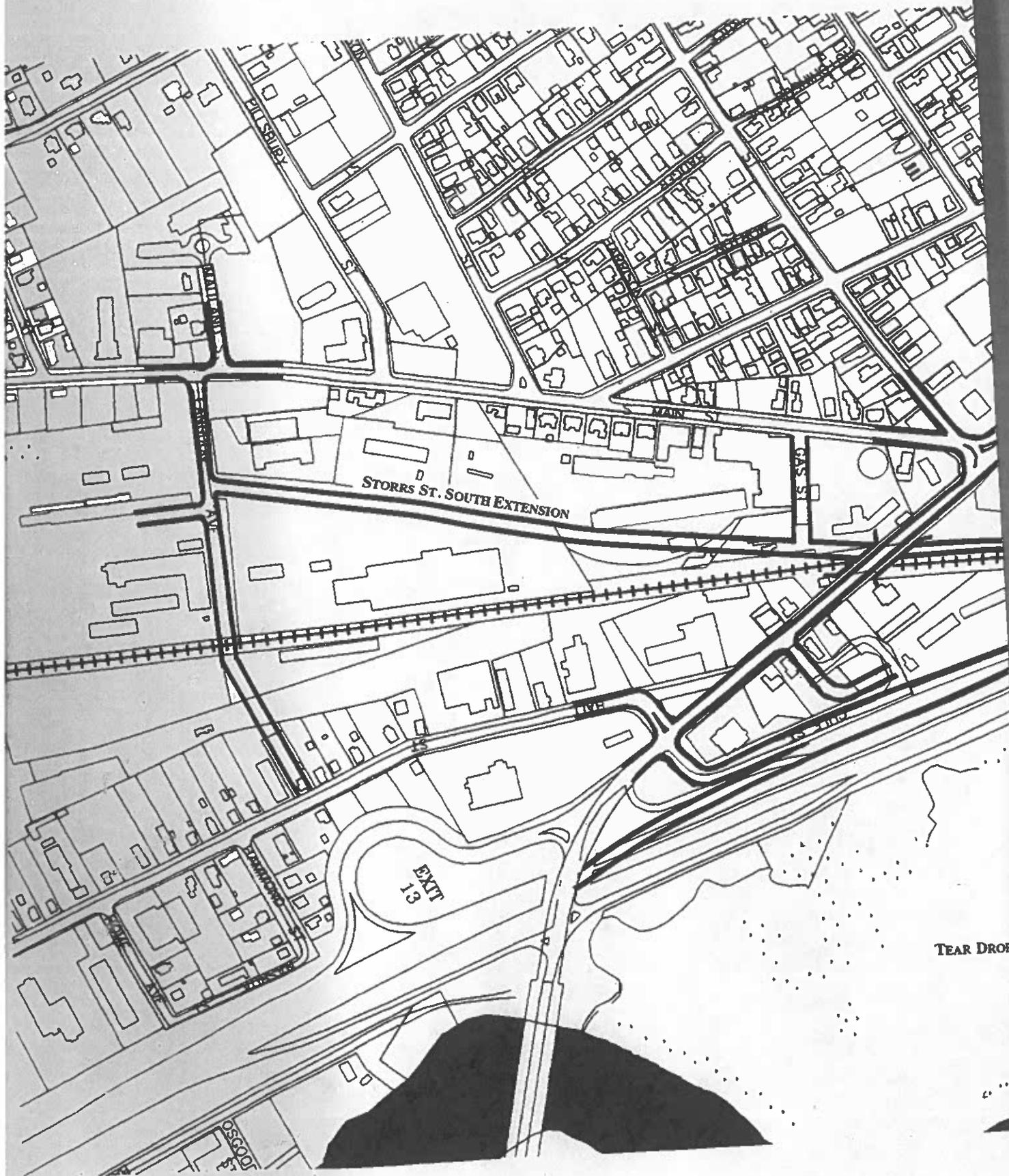
L. Encourage the Eventual Redevelopment of the Opportunity Corridor Immediately South of the Downtown.

The Opportunity Corridor immediately south of the downtown core from Chandler Street and the Capitol Plumbing site to below the Manchester Street Bridge at I-93's Exit 13 has been the subject of a vigorous study as part of the South End Industrial Park Plan.

As in the Opportunity Corridor North, this district faces many challenges -- possible site contamination clean-up costs, the cost of construction of new roadway and utility infrastructure, and possible relocation costs of rail lines and rail yards, and such facilities as Capitol Plumbing -- all of which make immediate redevelopment prospects unlikely. Additionally, rail activity is still frequent here and the New England Southern Railroad, which leases tracks from Guilford, currently is not indicating a willingness to eliminate or reduce storage track use in this area. As a result, any new uses that may consider moving to this area must be compatible with rail operations. That is likely to mean warehousing or light manufacturing uses.

Nevertheless, as in the north, the City has been planning for this area in anticipation of its future redevelopment, and has already succeeded in achieving several anticipatory measures so as not to preclude future development possibilities. Chief among these accomplishments is the redesign of the Manchester Street bridge by NH DOT to provide a sufficiently wide right-of-way beneath the bridge to allow both rail lines and a Storrs Street Extension South to pass beneath.

Again, as in the north, a key to the successful redevelopment of this area is the extension of Storrs Street south to provide a street armature and parcelization plan to guide future development patterns. Storrs Street Extension South is planned to spring perpendicular from existing Storrs Street at the foot of Chandler Street, to extend eastward toward I-93, and then to swing south and head under the Manchester Street Bridge to the South End Industrial Park. Through-route rail lines would be relocated outboard of Storrs Extension South, against the I-93 right-of-way, thereby



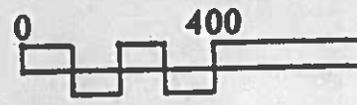
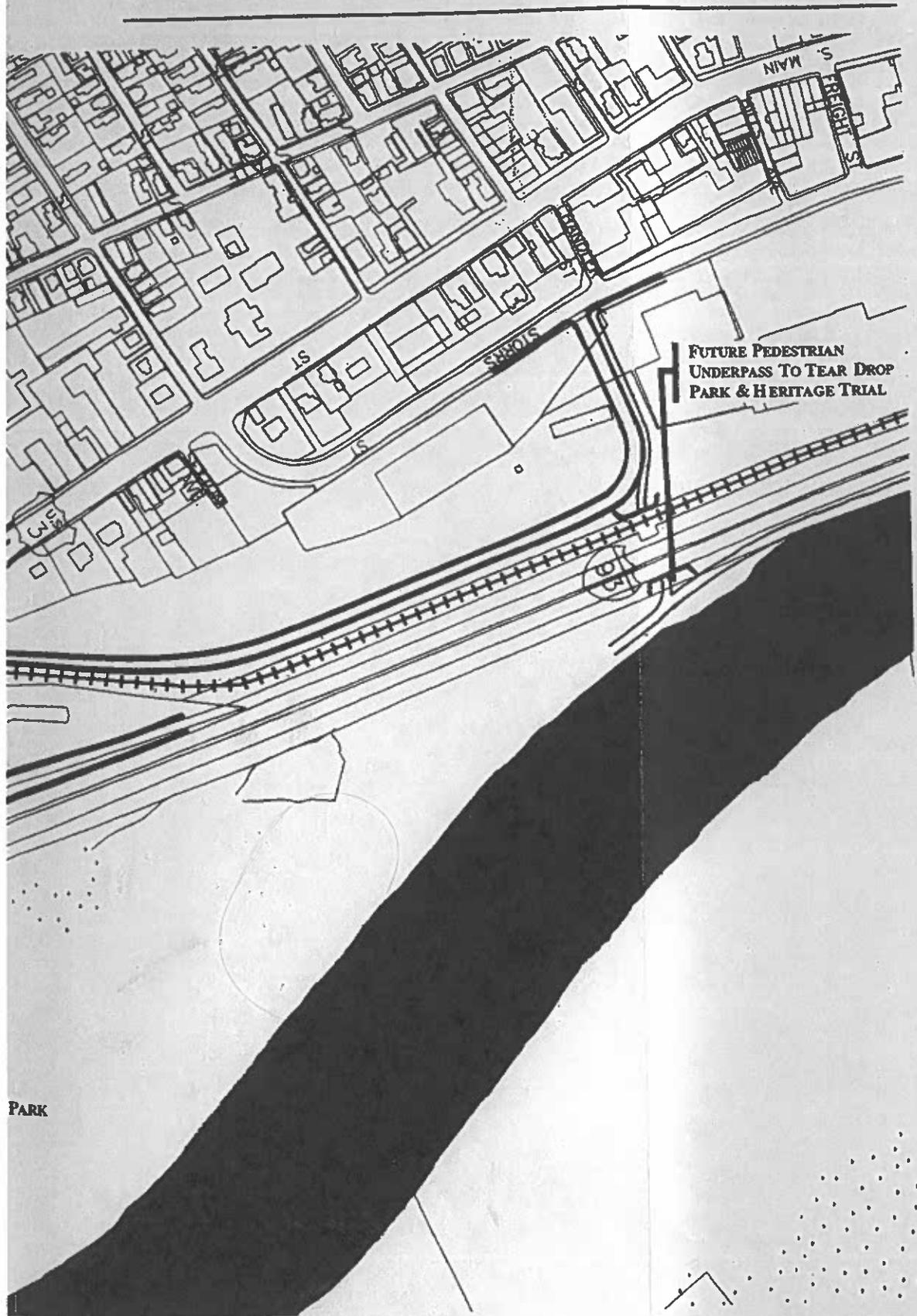
STORRS ST. SOUTH EXTENSION

EXIT 13

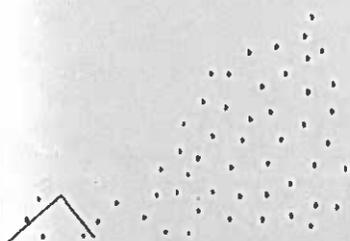
TEAR DROP

00600

FIGURE 2:



**OPPORTUNITY CORRIDOR
SOUTH MAP**



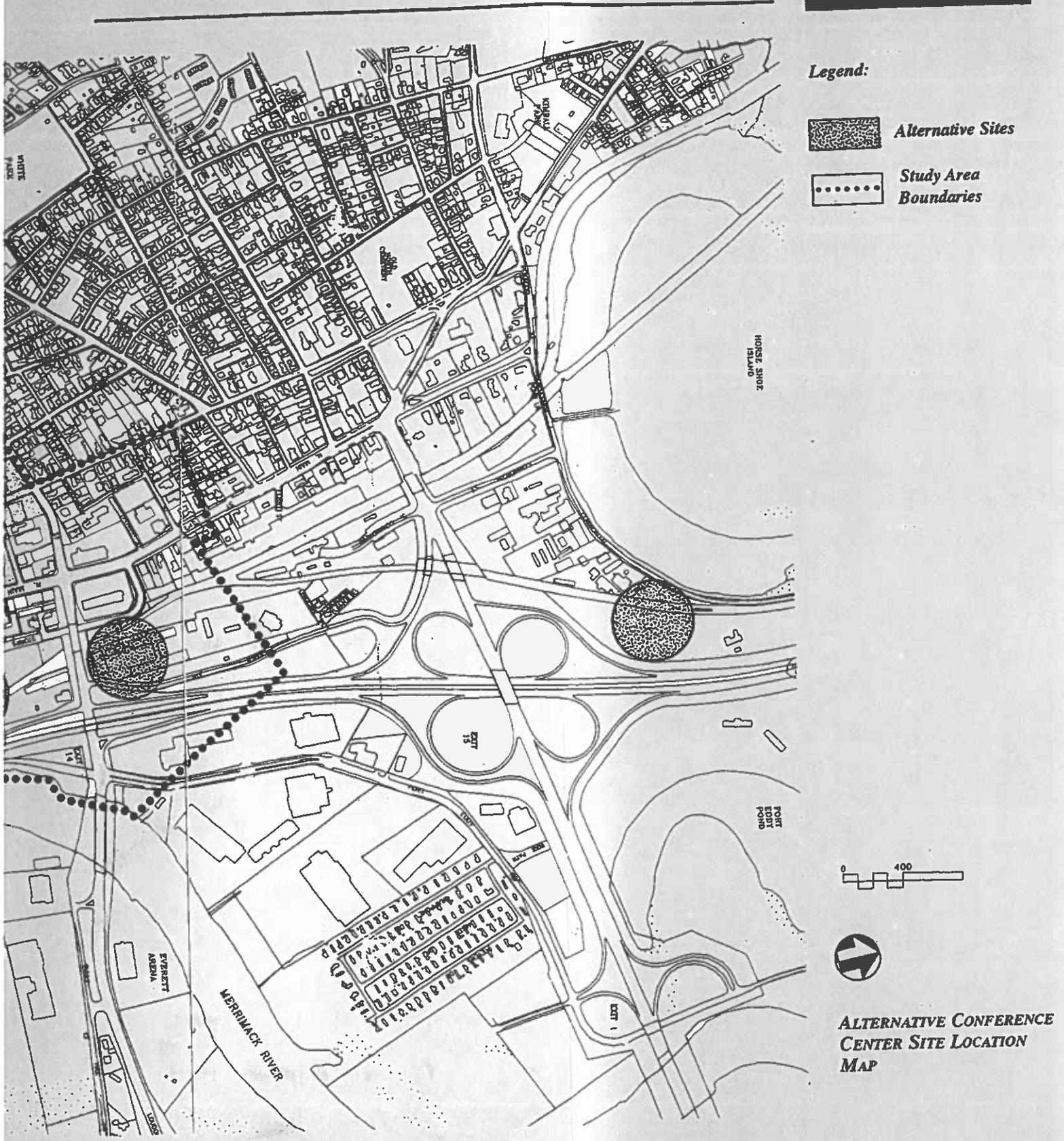


STATE OFFICE
PARK SOUTH

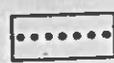
M. H.
HOSPITAL
GROUNDS

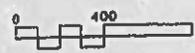
HUNOLLY
ST. N.E.

FIGURE 26



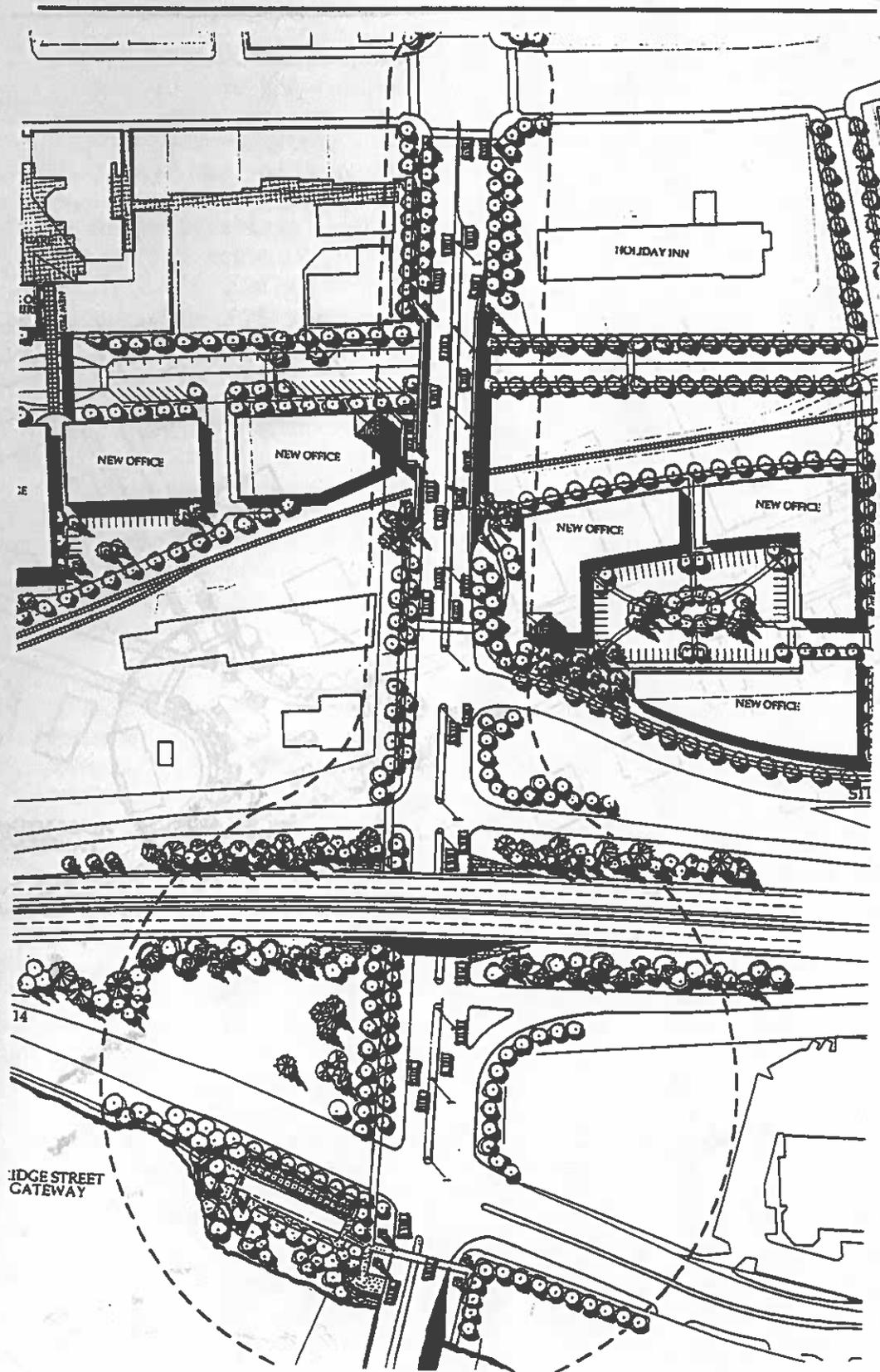
Legend:

-  Alternative Sites
-  Study Area Boundaries



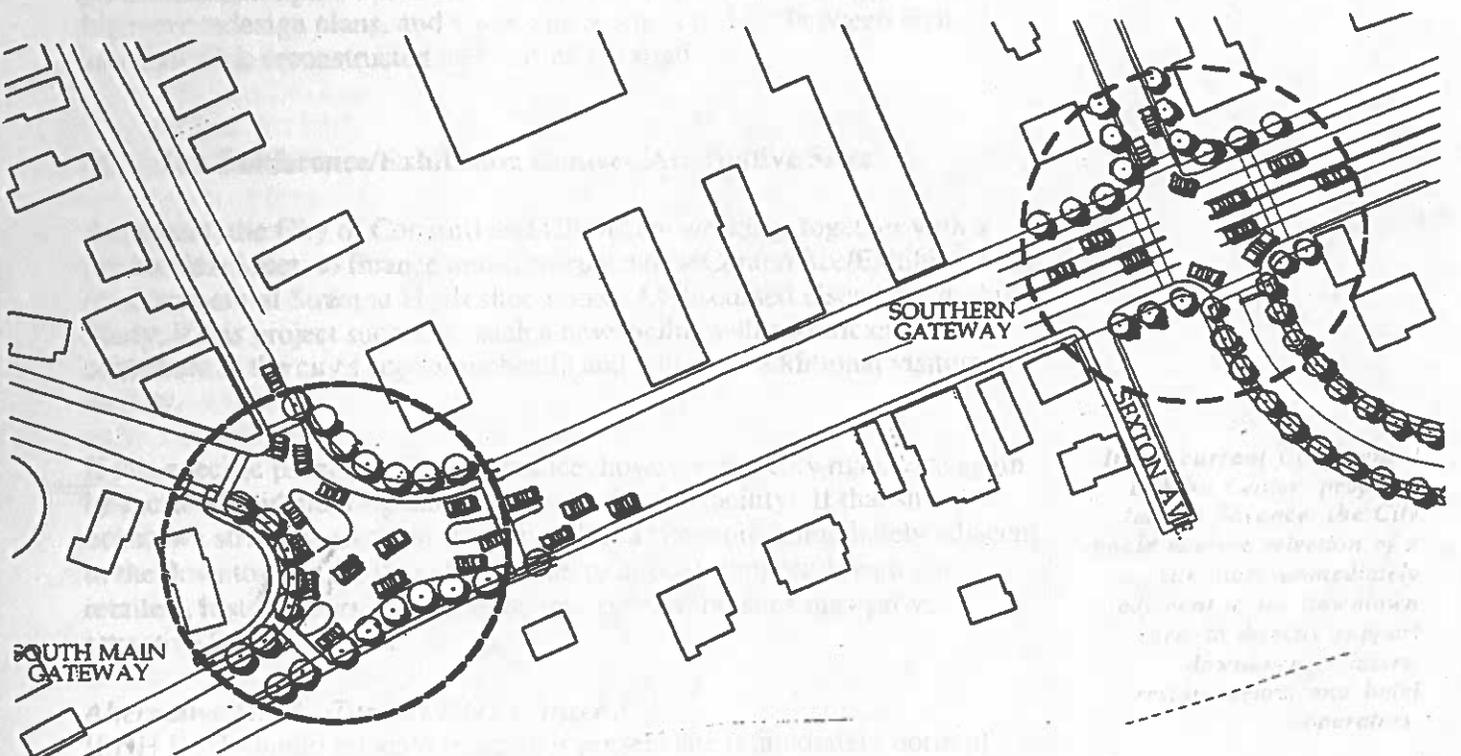
ALTERNATIVE CONFERENCE
CENTER SITE LOCATION
MAP

FIGURE 27



BRIDGE STREET GATEWAY

FIGURE 28



SOUTHERN GATEWAY

creating a free and clear six to seven acre redevelopment parcel not encumbered by rail lines or unbuildable sloped embankments.

Another opportunity also arises in this area. As previously described in "Section A. Make the Downtown to Riverfront Connections," a direct pedestrian easement, as part of the Storrs Street Extension South design, should be mapped from the foot of Chandler Street, across the I-93 right-of-way, to the northern edge of Tear Drop Park. This is so that a well-lit pedestrian underpass can eventually be incorporated into NH DOT's highway redesign plans, and when this segment of I-93 between Exit 13 and Exit 14 is reconstructed and vertically raised.

M. The Conference/Exhibition Center: Alternative Sites

At present, the City of Concord and CRDC are working, together with a private developer, to finance and construct a new Conference/Exhibit Center on Commercial Street at Horseshoe Pond. As discussed elsewhere in this Study, if this project succeeds, such a new facility will significantly contribute to the city's economic health and will draw additional visitors to the city.

If this specific proposal fails to advance, however, the City may once again be faced with identifying alternative sites for this facility. If that should occur, we strongly urge that the City select a site more immediately adjacent to the downtown core, if at all feasible, to directly support downtown retailers, restaurateurs, and hotel operators. Several sites may prove attractive for this purpose:

Alternative Site 1: The NH DOT Garage Site

If NH DOT should relocate from their present site immediately north of Bridge Street, their site may prove ideal for a new Conference Center. It would be immediately adjacent to the Holiday Inn. It would adjoin Storrs Street Extension North so that Conference Center visitors could walk directly into the downtown. It could also be designed to be a significant architectural feature along the Bridge Street Gateway from I-93.

Alternative Site 2: Capitol Plumbing Sites and Storrs Street Extension

The Capitol Plumbing site, immediately south of the downtown and along Storrs Street Extension South, might be a suitable site for the Conference Center that could help reinforce the southern end of the planned Arts and Cultural District and anchor the southern end of a revitalized Storrs Street. Clearly, Capitol Plumbing would have to be relocated and the rail yard there consolidated onto fewer tracks in order to accommodate necessary parking.

If the current Conference/Exhibit Center proposal fails to advance, the City should explore selection of a site more immediately adjacent to the downtown core, to directly support downtown retailers, restaurateurs, and hotel operators.

Should the NH liquor sales and warehousing operation be relocated in the future, this site becomes easier to do.

Alternative Site 3: The NH Historical Society/Eagle Square Parking Lot Site

The NH Historical Society parking lot site, when consolidated with the old bus station site, is excellently located for a new Conference Center. Being located in the Opportunity Corridor immediately adjacent to the downtown, it would immediately support Main Street merchants and a revitalized Storrs Street "boulevard." If properly designed, it could also serve as an architectural landmark at the Bridge Street entrance or gateway to the city. Finding sufficient surface parking at this site will prove difficult. However, shared parking might be possible adjacent and east of the site across the rail right-of-way or north of the site on a portion of the NH DOT property.

N. Identify Gateway Corridors into the Downtown and Suggest Policies to Enhance Them

Approaches to the downtown provide visitors with their first impressions of the city. First impressions are important. Concord has four major approaches into its downtown core that give a first impression of the City:

The first and most direct is entering the city over Bridge Street from either I-93 at Exit 14 or from the east along Loudon Road. The second major approach, in the north, is from Exit 15 at I-393. The third major approach is from Exit 13 or over the Manchester Street Bridge from the south and which is now under reconstruction. And, the fourth major approach is from the many employment centers along Pleasant Street to the west of the downtown core.

Bridge Street Gateway/I-93 Exit 14

The City has recently prepared plans for the reconstruction of Bridge Street that include design features such as new Shepherd Crook lighting fixtures that will add visual appeal and a stairway from Bridge Street down to Storrs Street below.

Exit 14/Bridge Street is the primary and most direct entry into the core of downtown and should remain so.

Several years ago, there was discussion in Concord in connection with NH DOT's proposal to widen I-93 between Exits 13 and 15 to eliminate the Exit 14/Bridge Street Interchange, so as to reduce traffic congestion on this segment of I-93 and Bridge Street. We vigorously urge Concord to reject such proposals. Exit 14/Bridge Street is the primary and most direct entry into the core of downtown. If eliminated, motorists from I-93 would have to approach downtown from long stretches of North Main Street and South Main Street that do not provide the same appeal as entering the heart of the historic downtown core directly.

Two key potential redevelopment sites along Storrs Street adjoin the Bridge Street bridge at this gateway. They will be critical to visitors' perception of the downtown as they cross the bridge. One is the NH Historical Society parking lot to the south of Bridge Street, and the other is the NH DOT Garage and Laboratory site north of Bridge. When these two sites are eventually redeveloped, design guidelines should be in place to require that building facades facing east and facing the bridge itself should be made visually inviting and appealing. Buildings at these two sites should be at least two to three stories in height so that approaching motorists and pedestrians on the bridge are not looking down on the rooftops (and rooftop mechanical equipment) of one story buildings.

Exit 15/I-393 Gateway

Currently, the I-393 approach is being reexamined by the City in anticipation of the proposed hotel and Conference Center to be developed on Commercial Street on Horseshoe Pond. The I-393/Commercial Street intersection is proposed to be reconfigured so that only left-turns in and left-turns out are possible. A median will be built on the I-393 bridge at Commercial Street to prevent through movement from one side of the bridge to the other. This new intersection is part of a larger "fish-hook" road redesign to allow safer access to the Conference Center site. Since, for many conference attendees, this approach and intersection will serve as their gateway to the City and Conference Center, improvements should be budgeted to include new landscaping, lighting, and directional signage -- to both the Conference Center and the historic downtown.

I-93 Exit 13/Manchester Street Gateway

Currently, an extensive reconfiguration of the Exit 13 Interchange, as well as surrounding local streets, is underway. Traffic flows will be improved. Significant landscaping will be added at this significant gateway.

The approach into the downtown core is a long one, however, and may be visually broken down into three sections. From the Manchester Street Bridge to beyond West Street, the approach is of a strip development "fast-food outlet" character that serves primarily automotive drive-in businesses. The approach here is unappealing with no hint of the urbanity or charm of the downtown core beyond.

From this point northward to the Concord Street/Chandler Street intersection, the route takes on a semi-urban character with some buildings built to the street line while others are fronted with parking lots.

From Concord Street north, the motorist senses that he or she has arrived in the downtown. From this location northward, building heights generally

When the NH DOT and NH Historical Society parking sites are eventually redeveloped, design guidelines should be in place to require that building facades facing east and facing the bridge itself should be made visually inviting.

Landscaping and urban design guidelines should be instituted as part of a Gateway Corridor Overlay District along South main Street in order to upgrade the image of the City to visitors entering from Exit 13.

increase and buildings increasingly directly adjoin the back-of-sidewalk line rather than set back from the street.

Overall, this approach experience is non-descript at best, and visually unappealing at worst. Since the first two approach segments are largely unappealing, a streetscape plan of street trees should be crafted that will provide a consistent imagery despite the unappealing development. Parking lots should be buffered from the road by landscaping or landscaped berms. Eventually, within the second segment between West and Concord Streets, new buildings, when they are developed, should be required, by amended zoning, to place parking to the rear or side of their lots. Buildings in this segment should be required to build directly to the back-of-sidewalk line to begin to establish a pattern of lot development similar to the one in downtown.

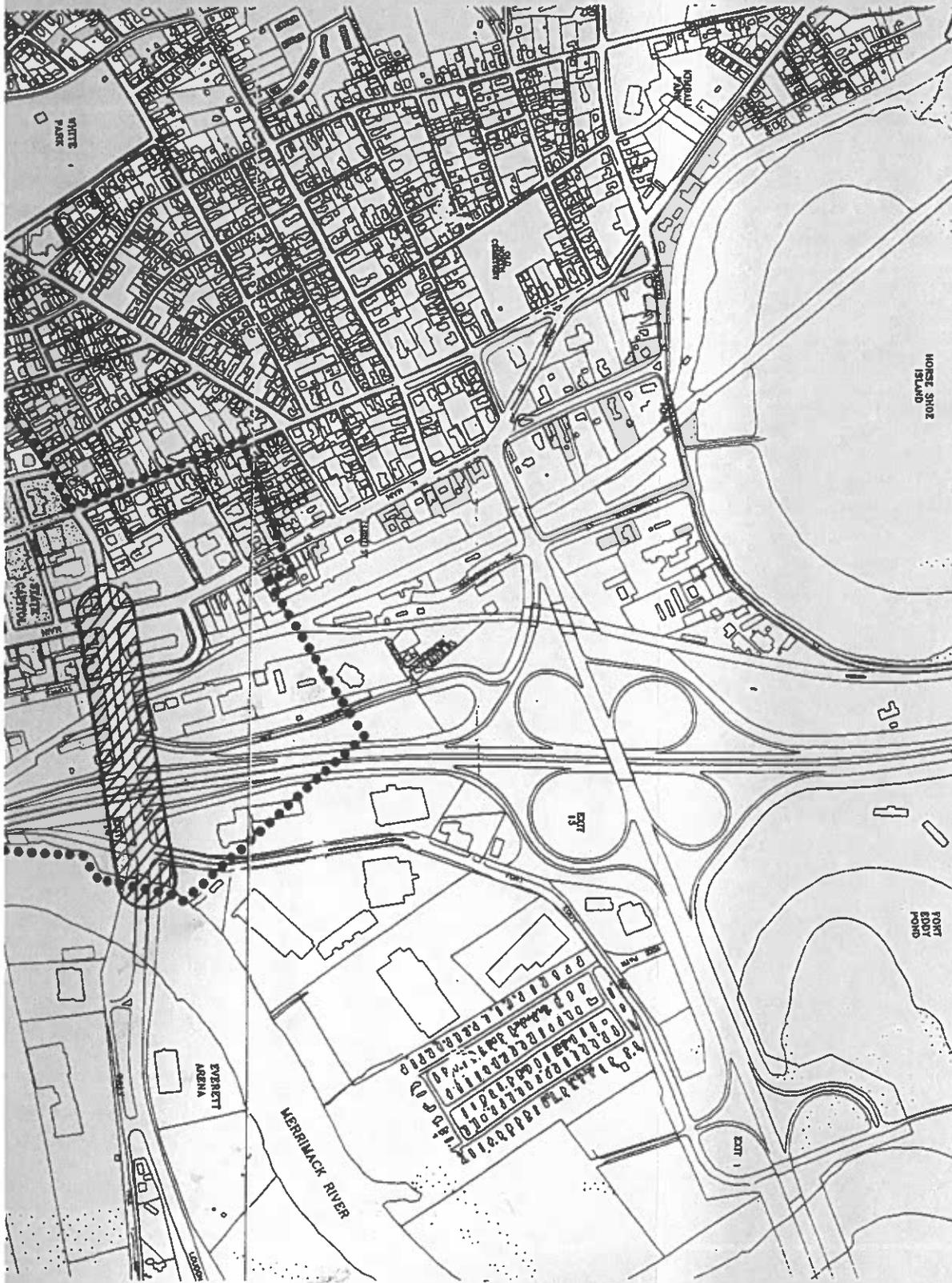
Pleasant Street Corridor Gateway

Over recent years, Pleasant Street has become a major employment axis consisting of hospitals, medical offices, an expanding federal office and federal court center, and the new State Office Park Campus that will eventually employ thousands of workers. The State Office Campus and the Federal Complex are within walking distance of Main Street.

Current planning is underway to redesign portions of Pleasant Street. Part of that planning should be done to improve the pedestrian/walking environment to provide a pleasant pathway for these workers to encourage them to use the downtown and patronize its businesses. Improvements might include widened sidewalks, increased tree plantings, and neckdowns at key intersections to improve the pedestrian environment.

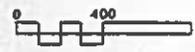


FIGURE 29



Legend:

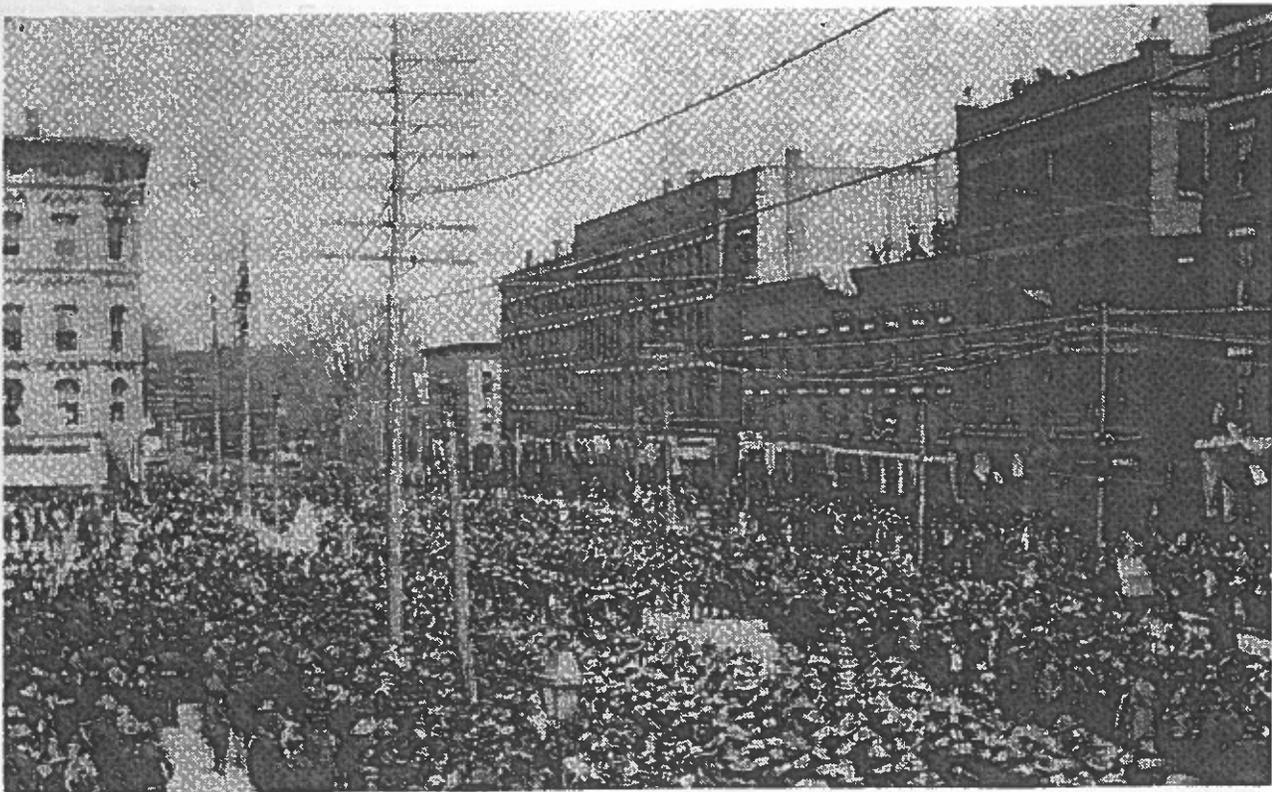
-  Bridge Street
-  South Main Street
-  Pleasant Street
-  Study Area Boundaries



GATEWAY CORRIDORS MAP

A Master Plan for the Downtown City of Concord, NH

Target



Submitted by
Christopher Chadbourne and Associates
Cambridge, MA

with:
C.N. Carley Associates, Consulting Architects
Howard-Stein/Hudson, Transportation Planners
Northern Economic Planners, Market Analysis
The Office of Robert A. White, ASLA, Landscape Architects

May 1997

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Task 6: Target Projects for Downtown Concord

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 Task 6: Target Projects

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The Phenix Block redevelopment project is a project that will revitalize and preserve the historic character of the downtown area. The project is located on the corner of State Street and the Phenix Block. The project is a multi-story building that will be used for retail and office space. The project is a prime example of urban design and economic development. The project will provide a mix of uses, including retail, office, and residential. The project will also provide a mix of housing, including single-family homes, townhomes, and multi-family units. The project will be a catalyst for other development in the area. The project will also provide a mix of housing, including single-family homes, townhomes, and multi-family units. The project will be a catalyst for other development in the area.

The NET Shopping Center is a project that will revitalize and preserve the historic character of the downtown area. The project is located on the corner of State Street and the NET Shopping Center. The project is a multi-story building that will be used for retail and office space. The project is a prime example of urban design and economic development. The project will provide a mix of uses, including retail, office, and residential. The project will also provide a mix of housing, including single-family homes, townhomes, and multi-family units. The project will be a catalyst for other development in the area. The project will also provide a mix of housing, including single-family homes, townhomes, and multi-family units. The project will be a catalyst for other development in the area.

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Task 6: Target Projects

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Task 6: Target Projects for Downtown Concord

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1. Introduction

The two target projects selected for detailed study by the Steering Committee were the NET Property and the Phenix Theatre/CVS properties. Both projects are under single ownership. Both are held by private development / management entities.

The projects were selected for quite different reasons. The NET property represents the city's best and only chance to someday make a significant connection to the Merrimack River. It also is instrumental to the redefinition of Storrs Street as a "to" rather than "through" place in the city. With enlightened leadership NET can meet the city halfway by assisting the city in achieving its urban design and economic development objectives while realizing the market benefits accruing to being a part of a downtown with a 100% retail occupancy rate and rental rates in excess of double those now being achieved in the NET Shopping Center today. Moreover, the time is ripe. NET wants to expand and to do so in a fashion that requires city approval and therefore concessions.

The Phenix Theatre Block redevelopment represents a project the City, owner, and state preservation interests have been interested in for years. A historic theatre where Abraham Lincoln once spoke, over one third of the leasable space is a historic theatre on the third and fourth floors. The remaining floors are carved into long narrow spaces by bearing walls. There is no lobby for the theatre at the theatre level. The building is not compliant with accessibility codes, and there is neither room for economic return in developing the building with elevator access for non-profit usage, in whole or part. Fortuitously, Mark Ciborowski, the owner, also owns the CVS structure across Phenix Street to the immediate north and the two historic, but internally fire ravaged structures to the immediate north of that. The question then is whether planning a new core to service all structures in a new office building on the CVS property adjacent to the Phenix Theatre turns the theatre into a viable project. There are, however, three other questions it addresses: (1) is new (as opposed to renovated) mid-rise office construction in Concord viable, (2) can new office construction at this point in time be expected to contribute significantly to off-site structured parking construction and still be viable, (3) is it necessary to lease basement space in whole or part for retail or entertainment usage to make such a project viable?

The answer to the first is marginal- it requires more capital than typical local developers would like to bring to the table and therefore makes it less desirable than other development opportunities, especially given returns on the properties as they stand today. The answer to the second is, therefore, no, but at the same time access to parking may be a prerequisite to the deal (perhaps parking is available in a guaranteed lease basis as opposed to a front end

contribution). The answer to three is yes. With the ability to lease Low Avenue frontage even at a 60% discounted rental rate applied over a percentage of the basement area, the numbers begin to look promising (thus the proposal to place the Phenix Theatre Lobby off of Low Avenue to leverage retail activity to that area as Angelina's, Cheers and Eagle Square have begun to do). Another conclusion the analysis of the Phenix Theatre complex led to is that construction of the DuBois Parking Garage will likely tip the balance in favor of Low Avenue development particularly if ground floor frontage on Low Avenue is retail/entertainment.

II . The Phenix Block

The Phenix Block has been strategically selected as a Target Project because the issues involved in its redevelopment reflect both typical conditions found elsewhere on Main Street as well as special opportunities unique to this Block.

For example, the renovation and restoration of the Phenix Building will allow the addition of an important performing arts venue to the existing inventory of downtown performing arts spaces. Once restored, the Phenix Theatre will also anchor the northern end of the proposed Arts, Culture and Entertainment District. The redevelopment of the Phenix Block can also showcase how Low Avenue can be enlivened and converted to an active pedestrian/retail alley way by opening store fronts and building lobbies directly onto this alley way system from the basement level of this renovated block of buildings.

In a showcase of how to resolve more typical problems applicable to other potential renovation/restoration projects along the entire length of Main Street the revitalization of the Phenix Block illustrates how access and ADA code requirements can be resolved and how new construction can be linked with renovation projects to make them both viable.

The Proposal

The following drawings and financial analyses propose to join the renovation of the Phenix Building together with the construction of a new office building (with retail on the ground floor) on the site of the existing one-story CVS building and the further connection to two small historic, but fire damaged properties to the north of the CVS building. To meet codes, a new elevator, egress stair, and accessible bathrooms would be constructed within the core of the new office building. This core would service both the Phenix Building and the new office building. The new complex will include a lobby entrance to the Phenix Theatre from Low Avenue. Additionally, new retail shops in the basement space of this complex will open onto Low Avenue, thereby revitalizing this pedestrian alley way.

Fort Point Consulting

This case study was carried out by Richard Graf of Fort Point Consulting and former Vice President of Congress Group Properties who has executed hundreds of thousands of square feet of renovation in historic structures, including Lowell's Booth Mills and Charlestown's Navy Yards. He was joined in the analysis by the owner Mark Ciborowski, Chris Carley and Chris Chadbourne.

The Phenix project is doable with the service core placed on the CVS Block and adequate market demand to leave a percentage of the basement space at a discounted rate. It is helped enormously by construction of the DuBois Street Parking Garage.

Financial Analyses

The Phenix Block actually consists of three separate parcels under single ownership, running for over two hundred feet along North Main Street. The parcels flank an existing alley which connects Main Street to a rear alley which is currently utilized in a limited fashion for retail/restaurant purposes as well as for pedestrian and vehicular circulation.

The redevelopment of these three parcels involves new construction of the center parcel as well as extensive renovation of the existing flanking buildings. Since the center building (which currently houses the CVS drugstore) has existing foundations which once supported a three story structure, one of the scenarios investigated looks at rebuilding its upper floors above the existing foundation. The other scenario assumes that the foundation is inadequate and assumes a new five story structure at the site of the existing CVS building. Both of these scenarios are examined with and without alley level retail.

The project envisioned allows continued usage of the theater on the upper levels of the Phenix Building. Renovation and upkeep expenses associated with the theater are born by third parties (such as an operating non-profit) in this analysis. The resulting income streams relative to investment show that the income from the office and retail portion of the project would not support a budget which included substantial money spent on the theater.

Having stated this, it is important to note that all of these schemes do carry funds for new elevator access to the theater, as well as a new grade level lobby, new fire stairs, accessible rest-rooms, a large new upper level lobby, and new electric and fire protection service brought to the space of the theatre. It is beyond the scope of this analysis to estimate the cost to renovate the interior of the theater itself. A payment for use of the space of \$20,000 per year is shown coming from the theater operator to the building owner. The theater is also expected to carry its own operating expenses and any property taxes associated with its space.

Concord has a healthy office and retail rental market in the downtown area. These schemes use office rentals ranging from \$16 to \$20 per square foot, depending on the location. The highest rentals are in the new office space in the center portion. Rates for expenses and taxes are based on the current norms for comparables in the area.

Retail rents, like office rents, are based on comparables, and at \$14 per square foot, reflect the higher end of Main Street rents. Retail tenants are expected to provide their own interior fit-up, unlike the office tenants for whom a \$22 allowance is carried. Retail in the alley behind the buildings is projected at a \$5

per foot level in two of the schemes and, predictably, improves the financial return. The alley tenants are assumed to provide their own fit-up.

Project costs include construction costs and fees associated with design, legal, financing, rental brokers, project management, and lease-up reserves for the lease-up period. Construction costs are based on the economical range of current expenses for similar buildings and assume a fairly modest, but contextually sensitive, approach to areas of new construction. All space will be equipped with sprinklers, fully accessible, and air conditioned.

In all of the schemes, the land and buildings are estimated to have an existing value of \$1,000,000. Bank financing at 80% coverage is utilized to fund development and is continued as permanent debt. The analyses show the varying amounts of private equity required (in addition to bank debt and donation the property) from the private developer.

In all cases investigated, the project performs in the black, but requires a large amount of debt and varying amounts of equity. the equity is calculated both with and without the utilization of Historic Tax Credits (ITC's) since it is impossible at this time to determine whether or not there is investor appetite to utilize the credits and realize their value.

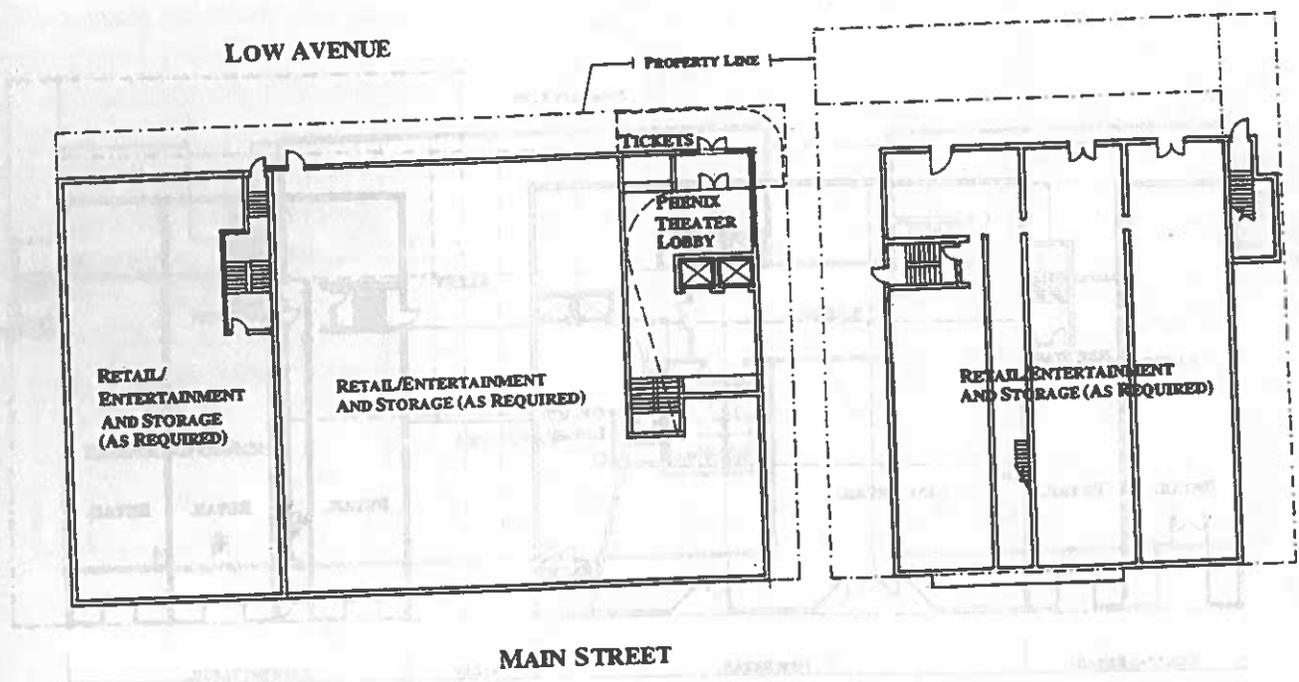
The property owner would have a difficult time justifying the risks involved in the project compared to the returns derived from rental of the buildings as they stand and realizing the retail rental status-quo. Office space, while marginally profitable, is expensive to build and to maintain, and requires the assumption of a large mortgage. Retail rentals could be raised to the levels in the pro forma without the assumption of significant additional debt as they function independently of the space above.

The loss to the city if this project does not go forward is primarily the ultimate loss of the theater to some other use, as well as the continued gap above the one story CVS store. The gain to the city is in the transformation of the largely abandoned upper stories into productive space, the increase in property taxes (for very little added service) and the return of the Phenix Theatre.

Methods to increase the viability of the project to the private developer, who is unlikely to take on the projected debt levels for the projected returns, could take the following forms:

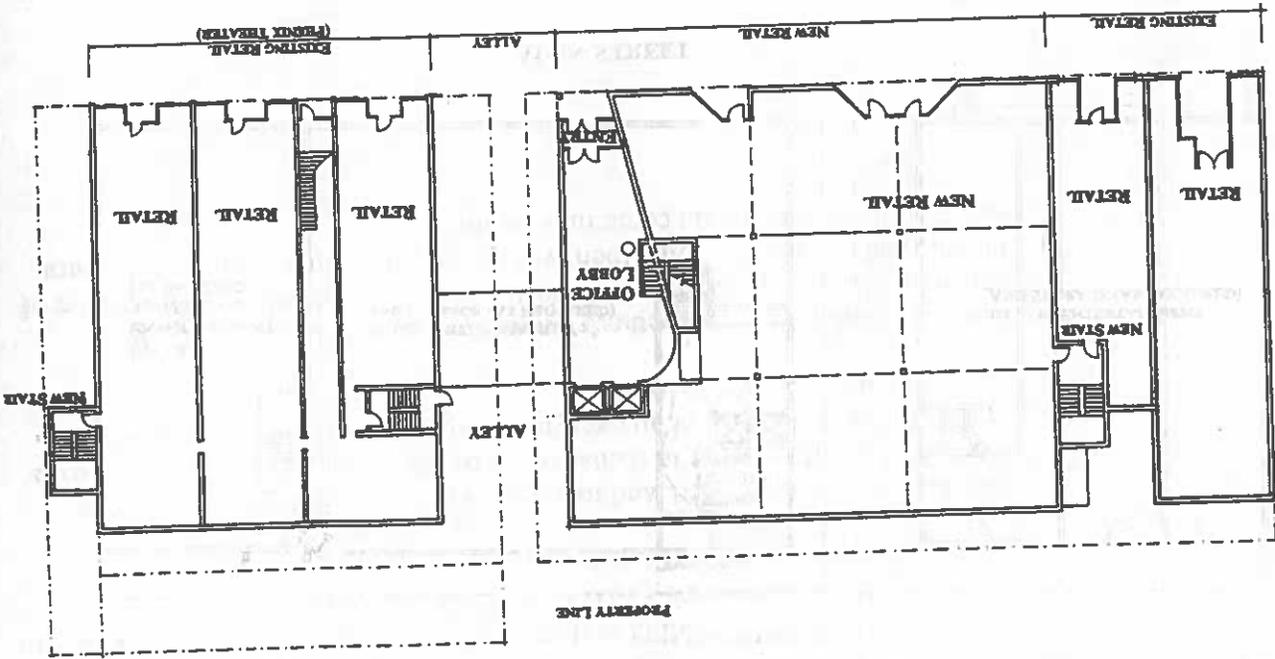
1. Provision of a low interest subordinate loan for the parts of the project associated with the restoration of the theater - such as the stairs, elevators, rest-rooms and lobbies which benefit the theatre but are located without its demised space.

FIGURE 1



**PHENIX BUILDING
DEVELOPMENT PROJECT
BASEMENT**

PHENIX BUILDING
DEVELOPMENT PROJECT
1ST FLOOR



Fast Point Consulting, Inc.
1998

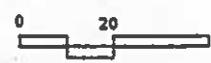
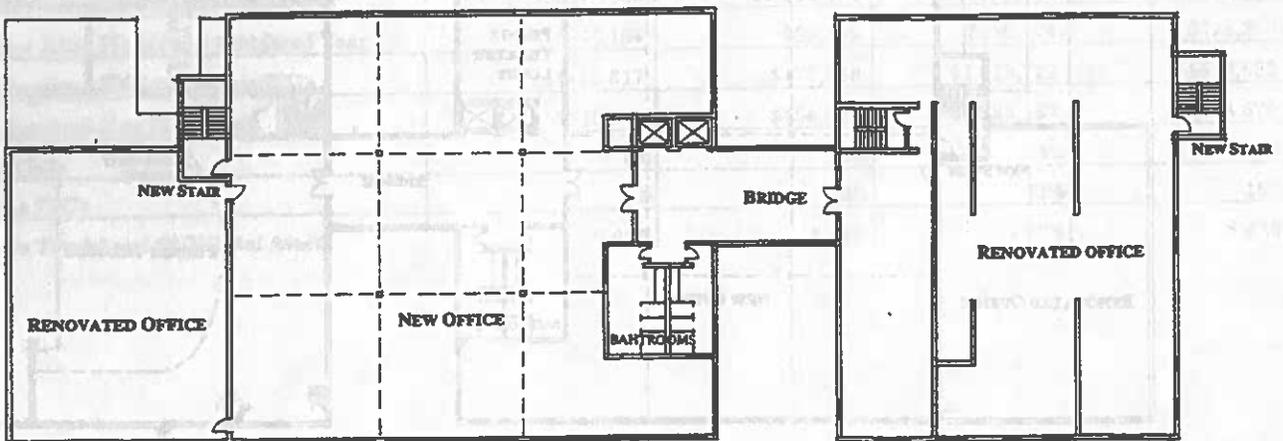
Total Project Cost

Original Value of Existing Land and Building

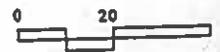
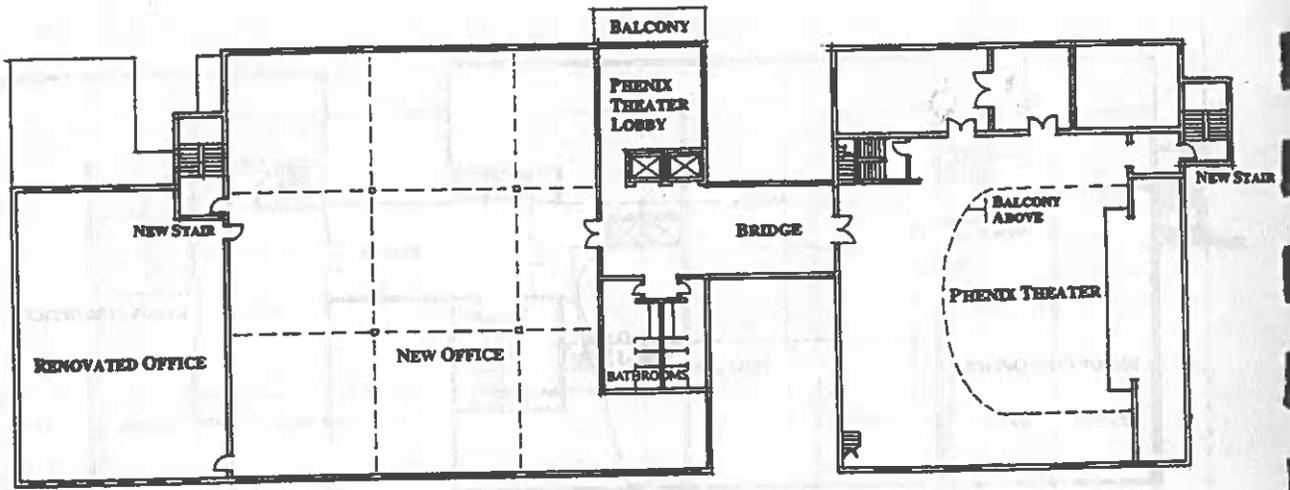
Cost of New Construction

Estimated Value of New Construction

Estimated Value of Existing Building



**PHENIX BUILDING
DEVELOPMENT PROJECT
2ND. FLOOR**



**PHENIX BUILDING
DEVELOPMENT PROJECT
3RD FLOOR**

The PhenixBlock

Comparison of Potential Development Scenarios

Fort Point Consulting, Inc
5/21/97

	1	1a	2	2a
	Scheme 1 (utilization of foundations, no rental of alley space)	Scheme 1a (utilization of foundations, with alley retail)	Scheme 2 (new foundations, no rental of alley space)	2a (new foundations with alley retail)
Total Project Cost	\$3,992,763	\$3,998,499	\$6,562,048	\$6,567,784
Assumed Value of Existing Land and Buildings	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
Total Investment Including Land	\$4,992,763	\$4,998,499	\$7,562,048	\$7,567,784
Adjusted Gross Income (after vacancy)	\$667,109	\$709,859	\$997,804	\$1,048,154
Net Operating Income (before financing costs)	\$380,671	\$411,949	\$602,370	\$641,248
Mortgage Amount (80% Coverage)	\$3,272,809	\$3,541,721	\$5,178,861	\$5,513,114
Cash Flow After Financing - Stabilized Year	\$76,134	\$82,390	\$120,474	\$128,250
Equity Required if using Historic ITC's	\$440,817	\$177,068	\$1,013,722	\$684,632
Equity Required if no ITC's used	\$719,953	\$456,778	\$1,383,187	\$1,054,670
IRR w/o ITC's	6%	11%	8%	12%
IRR using ITC's	8%	13%	11%	15%
Return on Total Asset (NOI/Total Asset)	7.62%	8.24%	7.97%	8.47%

PhenixBlock
Scheme 1 (utilization of foundations, no rental of alley space)
Income and Expense Proforma

Income Summary

	Gross Area	Rentable Area	Rent/SF	INCOME/MONTH	INCOME/ANNUAL
54-56 North Main					
Basement	3,650	3,000			
First Floor	3,650	3,200	\$14.00	\$3,733	\$44,800
Second Floor	2,400	2,400	\$18.00	\$3,600	\$43,200
Third Floor	2,400	2,400	\$18.00	\$3,600	\$43,200
44-52 North Main					
Basement	9,000	6,000			
First Floor	9,000	7,400	\$14.00	\$8,633	\$103,600
Second Floor	9,000	8,200	\$18.00	\$12,300	\$147,600
Third Floor	9,000	6,650	\$18.00	\$9,975	\$119,700
Phenix					
Basement	7,440	6,004			
First Floor	7,440	6,004	\$14.00	\$7,005	\$84,056
Second Floor	7,440	6,004	\$16.00	\$8,005	\$96,064
Third Floor-theatre	7,440			\$0	\$20,000
Fourth Floor-theatre	7,440				
Total Areas	85,300	42,258			
Gross Potential Income				\$56,852	\$702,220
Less vacancy/collection loss		5.00%		(\$2,843)	(\$35,111)
Adjusted Gross Income				\$54,009	\$667,109

Operating Expense Summary

			EXPENSE/ANNUAL	
Building Maintenance		\$0.50	85,300	\$42,650
Water		\$0.15		\$6,000
Reserve Fund		\$0.20	85,300	\$17,060
Common Area Electric		\$1.00	28,038	\$28,038
Heat/AC for occupied area except theater, and basements		\$1.00	50,330	\$50,330
Insurance				\$25,000
Taxes	per \$1000	\$38.24	3,000	\$114,720
Elevator	per month	\$220.00	12	\$2,640
Total Operating Expense			per rentable SF	\$286,438
				\$6.78
Net Operating Income Available for Debt Service				\$380,671

PhenixBlock Development Budget

HARD COSTS			Unit price	Area	Total
Purchase					\$0
Site Work					\$20,000
Const Costs - Interior	54-56 Main	office	\$30	4,800	\$144,000
Const Costs - Interior	54-56 Main	retail	\$10	3,200	\$32,000
Const Costs - Ext					\$50,000
Const Costs - Interior	44-52 Main	basement	\$30	9,000	\$270,000
Const Costs - Interior	44-52 Main	retail	\$75	9,000	\$675,000
Const Costs - Interior	44-52 Main	office	\$75	9,000	\$675,000
Const Costs - Interior	Phenix	office	\$30	7,440	\$223,200
Const Costs - Interior	Phenix	retail	\$10	7,440	\$74,400
Const Costs - Ext	Phenix				\$100,000
Bridges			\$125	1,000	\$125,000
Fit out for tenants			\$22	25,654	\$564,388
Total Hard Cost (including land)			\$35 per gross SF		\$2,952,988

SOFT COSTS

Arch Eng	9.00%			\$265,769
Legal Act				\$45,000
Marketing				\$63,387
Predevelopment reimbursables				\$25,000
Taxes	12mo			\$10,000
Insurance during const	12mo			\$12,000
Utilities during const	12mo			\$6,000
Project Adm	3.00%			\$105,000
Soft Cost Contingency				\$20,000
Subtotal before Finance/Lease-up		\$6		\$552,156
Financing Fees	2.00%			\$60,000
Const Interest	10.00%			\$134,400
Start-Up Interest Reserve		(one year to fill)		\$150,000
Start-Up Op Costs		(one year to fill)		\$143,219
Total Soft Costs				\$1,039,775
Total Project Costs			\$47 per gross SF	\$3,992,763

PhenixBlock

Project Financing

Net Operating Income - 1999		\$380,671
Interest Rate/Constant	8.50%	9.31%
Coverage		80.00%
Allowable borrowing amount		\$3,272,809
Debt Service		\$304,637
Cash Flow - 1999		\$76,134
Historic Tax Credits, potential amt of credit		\$279,136
Total Project Cost		\$3,992,763
Equity Required (assumes tax credits fully utilized)		\$440,817

PhenixBlock

Year	3.00%	3.00%	9.31%	Before Tax		Residual Value
	Income	Expense	Debt Service	Cash Flow	Depreciation	
1999	\$667,109	(\$286,438)	(\$304,537)	\$76,134	\$111,721	
2000	\$687,122	(\$300,760)	(\$304,537)	\$81,826	\$111,721	
2001	\$707,736	(\$315,798)	(\$304,537)	\$87,401	\$111,721	
2002	\$728,968	(\$331,588)	(\$304,537)	\$92,843	\$111,721	
2003	\$750,837	(\$348,167)	(\$304,537)	\$98,133	\$111,721	
2004	\$773,362	(\$365,576)	(\$304,537)	\$103,250	\$111,721	
2005	\$796,563	(\$383,854)	(\$304,537)	\$108,172	\$111,721	
2006	\$820,460	(\$403,047)	(\$304,537)	\$112,876	\$111,721	
2007	\$845,074	(\$423,199)	(\$304,537)	\$117,338	\$111,721	
2008	\$870,426	(\$444,359)	(\$304,537)	\$121,530	\$111,721	\$1,255,085
Totals	\$7,647,657	(\$3,602,786)	(\$3,045,368)	\$999,503	\$1,117,215	\$1,255,085

Residual Value in 2009	\$1,255,085 (cap value of 2009 net income minus outstanding mortgage principal)
Equity Required using ITC's	\$440,817
Equity Required if no ITC's	\$719,953
IRR w/o ITC's	6%
IRR using ITC's	8%

PhenixBlock
Scheme 1a (utilization of foundations, with alley retail)
Income and Expense Proforma

Income Summary

	Gross Area	Rentable Area	Rent/SF	INCOME/MONTH	INCOME/ANNUAL
54-56 North Main					
Basement	3,650	3,000	\$5.00	\$1,250	\$15,000
First Floor	3,650	3,200	\$14.00	\$3,733	\$44,800
Second Floor	2,400	2,400	\$18.00	\$3,600	\$43,200
Third Floor	2,400	2,400	\$18.00	\$3,600	\$43,200
44-52 North Main					
Basement	9,000	6,000	\$5.00	\$2,500	\$30,000
First Floor	9,000	7,400	\$14.00	\$8,633	\$103,600
Second Floor	9,000	8,200	\$18.00	\$12,300	\$147,600
Third Floor	9,000	6,650	\$18.00	\$9,975	\$119,700
Phenix					
Basement	7,440	6,004		\$0	\$0
First Floor	7,440	6,004	\$14.00	\$7,005	\$84,056
Second Floor	7,440	6,004	\$16.00	\$8,005	\$96,064
Third Floor-theatre	7,440			\$0	\$20,000
Fourth Floor-theatre	7,440				
Total Areas	85,300	42,258		\$60,602	\$747,220
Gross Potential Income				(\$3,030)	(\$37,361)
Less vacancy/collection loss		5.00%		\$67,572	\$709,859
Adjusted Gross Income					

Operating Expense Summary

			EXPENSE/ANNUAL
Building Maintenance	\$0.50	85,300	\$42,650
Water	\$0.15	85,300	\$6,000
Reserve Fund	\$0.20	85,300	\$17,060
Common Area Electric	\$1.00	28,038	\$28,038
Heat/AC for occupied area except theater, and basements	\$1.00	50,330	\$50,330
Insurance	per \$1000	3,300	\$126,192
Taxes	per month	12	\$2,640
Elevator			\$297,910
Total Operating Expense		per rentable SF	\$7.05
Net Operating Income Available for Debt Service			\$411,949

**PhenixBlock
Development Budget**

HARD COSTS				Unit price	Area	Total
Purchase						\$0
Site Work						\$20,000
Const Costs - Interior	54-56 Main	office		\$30	4,800	\$144,000
Const Costs - Interior	54-56 Main	retail		\$10	3,200	\$32,000
Const Costs - Ext						\$50,000
Const Costs - Interior	44-52 Main	basement		\$30	9,000	\$270,000
Const Costs - Interior	44-52 Main	retail		\$75	9,000	\$675,000
Const Costs - Interior	44-52 Main	office		\$75	9,000	\$675,000
Const Costs - Interior	Phenix	office		\$30	7,440	\$223,200
Const Costs - Interior	Phenix	retail		\$10	7,440	\$74,400
Const Costs - Ext	Phenix					\$100,000
Bridges				\$125	\$1,000	\$125,000
Fit out for tenants				\$22	25,654	\$564,388
Total Hard Cost (including land)				\$295 per gross SF		\$2,952,988

SOFT COSTS

Arch Eng	9.00%					\$265,769
Legal Acct						\$45,000
Marketing						\$63,387
Predevelopment reimbursables						\$25,000
Taxes	12mo					\$10,000
Insurance during const	12mo					\$12,000
Utilities during const	12mo					\$6,000
Project Adm	3.00%					\$105,000
Soft Cost Contingency						\$20,000
Subtotal before Finance/Lease-up				\$6		\$552,156
Financing Fees	2.00%					\$60,000
Const Interest	10.00%					\$134,400
Start-Up Interest Reserve		(one year to fill)				\$150,000
Start-Up Op Costs		(one year to fill)				\$148,955
Total Soft Costs						\$1,045,511
Total Project Costs				\$47 per gross SF		\$3,998,499

PhenixBlock

Project Financing

Net Operating Income - 1999		\$411,949
Interest Rate/Constant	8.50%	9.31%
Coverage		80.00%
Allowable borrowing amount		\$3,641,721
Debt Service		\$329,559
Cash Flow -1999		\$82,390
Historic Tax Credits, potential amt of credit		\$279,710
Total Project Cost		\$3,998,499
Equity Required (assumes tax credits fully utilized)		\$177,068

PhenixBlock

Year	3.00%	3.00%	9.31%	Before Tax		Residual Value
	Income	Expense	Debt Service	Cash Flow	Depreciation	
1999	\$709,859	(\$297,910)	(\$329,559)	\$82,390	\$111,885	
2000	\$731,155	(\$312,806)	(\$329,559)	\$88,790	\$111,885	
2001	\$753,089	(\$328,446)	(\$329,559)	\$95,084	\$111,885	
2002	\$775,682	(\$344,868)	(\$329,559)	\$101,255	\$111,885	
2003	\$798,953	(\$362,111)	(\$329,559)	\$107,282	\$111,885	
2004	\$822,921	(\$380,217)	(\$329,559)	\$113,145	\$111,885	
2005	\$847,609	(\$399,228)	(\$329,559)	\$118,822	\$111,885	
2006	\$873,037	(\$419,189)	(\$329,559)	\$124,289	\$111,885	
2007	\$899,228	(\$440,149)	(\$329,559)	\$129,520	\$111,885	
2008	\$926,205	(\$462,156)	(\$329,559)	\$134,490	\$111,885	\$1,385,248
Totals	\$8,137,738	(\$3,747,080)	(\$3,295,592)	\$1,095,066	\$1,118,854	\$1,385,248
Residual Value in 2009						\$1,385,248 (cap value of 2009 net income minus outstanding mortgage principal)
Equity Required using ITC's						\$177,068
Equity Required if no ITC's						\$456,778
IRR w/o ITC's						11%
IRR using ITC's						13%

PhenixBlock
Sheme 2 (new foundations, no rental of alley space)
Income and Expense Proforma

Income Summary

	Gross Area	Rentable Area	Rent/SF	INCOME/MONTH	INCOME/ANNUAL
54-56 North Main					
Basement	3,650	3,200			
First Floor	3,650	3,200	\$14.00	\$3,733	\$44,800
Second Floor	2,400	2,400	\$16.00	\$3,200	\$38,400
Third Floor	2,400	2,400	\$16.00	\$3,200	\$38,400
44-52 North Main					
Basement	9,000	7,400	\$0.00		
First Floor	9,000	7,400	\$14.00	\$8,633	\$103,600
Second Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Third Floor	9,000	6,650	\$20.00	\$11,083	\$133,000
Fourth Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Fifth Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Phenix					
Basement	7,440	6,004	\$14.00	\$7,005	\$84,056
First Floor	7,440	6,004	\$16.00	\$8,005	\$96,064
Second Floor	7,440			\$0	\$20,000
Third Floor-theatre	7,440				
Fourth Floor-theatre	7,440				
Total Areas	103,300	58,658		\$85,860	\$1,050,320
Gross Potential Income				(\$4,293)	(\$52,516)
Less vacancy/collection loss		5.00%			
Adjusted Gross Income				\$81,567	\$997,804

			EXPENSE/ANNUAL
Operating Expense Summary			
Building Maintenance		\$0.50	103,300
Water		\$0.15	103,300
Reserve Fund		\$0.20	103,300
Common Area Electric		\$1.00	28,038
Heat/AC for occupied area except theater, and basements		\$1.00	66,730
Insurance			\$25,000
Taxes	per \$1000	\$38.24	5,500
Elevator	per month	\$220.00	12
Total Operating Expense			\$412,038
		per rentable SF	\$7.02
Net Operating Income Available for Debt Service			\$585,766

**PhenixBlock
Development Budget**

HARD COSTS			Unit price	Area	Total
Purchase					\$0
Site Work					\$20,000
Const Costs - Interior	54-56 Main	office	\$30	4,800	\$144,000
Const Costs - Interior	54-56 Main	retail	\$10	3,200	\$32,000
Const Costs - Ext					\$50,000
Const Costs - Interior	44-52 Main	basement/demo	\$60	9,000	\$540,000
Const Costs - Interior	44-52 Main	retail	\$75	9,000	\$675,000
Const Costs - Interior	44-52 Main	office	\$75	27,000	\$2,025,000
Const Costs - Interior	Phenix	office	\$30	7,440	\$223,200
Const Costs - Interior	Phenix	retail	\$10	7,440	\$74,400
Const Costs - Ext	Phenix				\$100,000
Bridges			\$125	\$1,000	\$125,000
Fit out for tenants			\$22	43,604	\$959,288
Total Hard Cost (including land)			\$48 per gross SF		\$4,967,888

SOFT COSTS					
Arch Eng	9.00%				\$447,110
Legal Acct					\$45,000
Marketing					\$87,987
Predevelopment reimbursables					\$30,000
Taxes	12mo				\$10,000
Insurance during const	12mo				\$12,000
Utilities during const	12mo				\$6,000
Project Adm	3.00%				\$105,000
Soft Cost Contingency					\$20,000
Subtotal before Finance/Lease-up			\$7		\$763,097
Financing Fees	2.00%				\$106,000
Const Interest	10.00%				\$237,440
Start-Up Interest Reserve		(one year to fill)			\$265,000
Start-Up Op Costs		(one year to fill)			\$206,019
Total Soft Costs					\$1,577,556
Total Project Costs			\$63 per gross SF		\$6,545,444

PhenixBlock

Project Financing

Net Operating Income - 1999			\$585,766
Interest Rate/Constant	8.50%	9.31%	30
Coverage		80.00%	
Allowable borrowing amount			\$5,038,109
Debt Service			\$468,613
Cash Flow -1999			\$117,153
Historic Tax Credits, potential amt of credit			\$387,804
Total Project Cost			\$8,545,444
Equity Required			\$1,141,531
(assumes tax credits fully utilized)			
as a percentage of total project cost			17%

PhenixBlock
2a (new foundations with alley retail)
Income and Expense Proforma

Income Summary

	Gross Area	Rentable Area	Rent/SF	INCOME/MONTH	INCOME/ANNUAL
54-56 North Main		3,200	\$5.00	\$1,333	\$16,000
Basement	3,650	3,200	\$14.00	\$3,733	\$44,800
First Floor	3,650	2,400	\$16.00	\$3,200	\$38,400
Second Floor	2,400	2,400	\$16.00	\$3,200	\$38,400
Third Floor	2,400				
44-52 North Main		7,400	\$5.00	\$3,083	\$37,000
Basement	9,000	7,400	\$14.00	\$8,633	\$103,600
First Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Second Floor	9,000	6,650	\$20.00	\$11,083	\$133,000
Third Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Fourth Floor	9,000	8,200	\$20.00	\$13,667	\$164,000
Fifth Floor	9,000				
Phenix		6,004		\$0	\$0
Basement	7,440	6,004	\$14.00	\$7,005	\$84,056
First Floor	7,440	6,004	\$16.00	\$8,005	\$96,064
Second Floor	7,440			\$0	\$0
Third Floor-theatre	7,440				
Fourth Floor-theatre	7,440				
Total Areas	103,300	75,262		\$90,277	\$1,103,320
Gross Potential Income				(\$4,514)	(\$55,166)
Less vacancy/collection loss		5.00%		\$85,763	\$1,048,154
Adjusted Gross Income					

Operating Expense Summary

			EXPENSE/ANNUAL	
Building Maintenance		\$0.50	103,300	\$51,650
Water		\$0.15	103,300	\$7,000
Reserve Fund		\$0.20	103,300	\$20,660
Common Area Electric		\$1.00	11,434	\$11,434
Heat/AC for occupied area except theater, and basements		\$1.00	66,730	\$66,730
Insurance			5,800	\$221,792
Taxes	per \$1000	\$38.24	12	\$2,640
Elevator	per month	\$220.00		
Total Operating Expense			per rentable SF	\$406,906
				\$5.41
Net Operating Income Available for Debt Service				\$641,248

**PhenixBlock
Development Budget**

HARD COSTS			Unit price	Area	Total
Purchase					\$0
Site Work					\$20,000
Const Costs - Interior	54-56 Main	office	\$30	4,800	\$144,000
Const Costs - Interior	54-56 Main	retail	\$10	3,200	\$32,000
Const Costs - Ext					\$50,000
Const Costs - Interior	44-52 Main	basement/demo	\$60	9,000	\$540,000
Const Costs - Interior	44-52 Main	retail	\$75	9,000	\$675,000
Const Costs - Interior	44-52 Main	office	\$75	27,000	\$2,025,000
Const Costs - Interior	Phenix	office	\$30	7,440	\$223,200
Const Costs - Interior	Phenix	retail	\$10	7,440	\$74,400
Const Costs - Ext	Phenix				\$100,000
Bridges			\$125	\$1,000	\$125,000
Fit out for tenants			\$22	43,604	\$959,288
Total Hard Cost (including land)			\$497	per gross SF	\$4,967,888

SOFT COSTS

Arch Eng	9.00%			\$447,110	
Legal Acct				\$45,000	
Marketing				\$112,893	
Predevelopment reimbursables				\$30,000	
Taxes	12mo			\$10,000	
Insurance during const	12mo			\$12,000	
Utilities during const	12mo			\$6,000	
Project Adm	3.00%			\$105,000	
Soft Cost Contingency				\$20,000	
Subtotal before Finance/Lease-up			\$8	\$788,003	
Financing Fees	2.00%			\$106,000	
Const Interest	10.00%			\$237,440	
Start-Up Interest Reserve		(one year to fill)		\$265,000	
Start-Up Op Costs		(one year to fill)		\$203,453	
Total Soft Costs				\$1,599,896	
Total Project Costs			\$64	per gross SF	\$6,567,784

PhenixBlock

Project Financing

Net Operating Income - 1999		\$641,248
Interest Rate/Constant	8.50%	9.31%
Coverage		80.00%
Allowable borrowing amount		\$6,513,114
Debt Service		\$512,998
Cash Flow -1999		\$128,250
Historic Tax Credits, potential amt of credit		\$370,038
Total Project Cost		\$6,567,784
Equity Required (assumes tax credits fully utilized) as a percentage of total project cost		10%

PhenixBlock

Year	3.00%	3.00%	9.31%	Before Tax		Residual Value
	Income	Expense	Debt Service	Cash Flow	Depreciation	
1999	\$1,048,154	(\$406,906)	(\$512,998)	\$128,250	\$185,851	
2000	\$1,079,599	(\$427,251)	(\$512,998)	\$139,349	\$185,851	
2001	\$1,111,987	(\$448,614)	(\$512,998)	\$150,374	\$185,851	
2002	\$1,145,346	(\$471,045)	(\$512,998)	\$161,303	\$185,851	
2003	\$1,179,707	(\$494,597)	(\$512,998)	\$172,111	\$185,851	
2004	\$1,215,098	(\$519,327)	(\$512,998)	\$182,773	\$185,851	
2005	\$1,251,551	(\$545,293)	(\$512,998)	\$193,259	\$185,851	
2006	\$1,289,097	(\$572,558)	(\$512,998)	\$203,541	\$185,851	
2007	\$1,327,770	(\$601,185)	(\$512,998)	\$213,586	\$185,851	
2008	\$1,367,603	(\$631,245)	(\$512,998)	\$223,360	\$185,851	\$2,283,677
Totals	\$12,015,911	(\$5,118,020)	(\$5,129,984)	\$1,767,907	\$1,858,510	\$2,283,677

Residual Value in 2009	\$2,283,677 (cap value of 2009 net income minus outstanding mortgage principal)
Equity Required using ITC's	\$684,632
Equity Required if no ITC's	\$1,054,670
IRR w/o ITC's	12%
IRR using ITC's	15%

III NET Shopping Center

As described in the Development Plan, the Capital Shopping Center site is key to reviving Storrs Street, creating a new and major public gathering place, and allowing the eventual connection of the river to the downtown. To accomplish this, the Capital Shopping Center will be gradually reconfigured in three phases over time.

It is the strategic intent of this redevelopment plan to define the phases, so that at the conclusion of each, NET Properties will have added leasable retail space to its asset and the City will have gained an improved public environment. Additionally, it is the intent of this strategy to not preclude the eventual connection to the river. However, even if the final connection to the river is not constructed, Concord will have gained a revived Storrs Street and a major new public gathering place (park, plaza, or water basin at the conclusion of Phase Two.

Another intent of this phasing plan is to strategically link or "bundle" public improvements together with private investments so that each reinforces the other. For example, the City would commit to Storrs Street improvements when NET Properties agrees to construct new retail space directly on Storrs Street. These linked "bundles" of public and private commitments, would of course, be the result of negotiations at each phase of redevelopment. By linking improvements in this manner, both the public sector and private sector would be co-invested in the redevelopment of this important part of downtown and the Opportunity Corridor.

Another strategic factor was taken into account in preparation of the phasing plan. As NET Properties adds additional development to their site, they would both be reducing existing parking lot spaces while simultaneously increasing demand for additional parking. At some point, the supply of surface parking would not be sufficient to accommodate the demand for parking. At that stage, structured parking, which is relatively expensive compared to surface parking, would be required to meet demand. The cost of building structured parking, however, may prove financially prohibitive.

Therefore, the phasing plan has been crafted to allow both Phase One and Phase Two to advance without the need to construct structured parking. In Phase Three, depending upon the amount of additional development space that is built, structured parking may be required to meet demand. However, by this stage of development, the site with all its new amenities would vastly increase in value- thereby commanding higher rents, which, in turn, may be able to support the increased cost of parking structures.

The phasing plans that follow reflect the scheme shown in the Illustrative Plan. Other design variations are possible that retain this phasing strategy.

Phase One: A New Anchor Store and a Renovated Facade

In Phase One, NET Realty would 1) renovate and upgrade the appearance of its existing shopping center by constructing a new facade along the entire shopping center front to improve the development's image, which is now rather tired and outdated; 2) construct a new 27,000 gsf +/- retail store to the north of the existing shopping center and immediately adjacent to Storrs Street. (NET Realty has approached the City about adding this new retail building); and 3) expand DeMoulas' store per NET's stated desire.

This new retail store directly on Storrs Street would be the first important step to convert Storrs Street to an active two-sided shopping boulevard. It will be important to dimensionally set the front of this new store adjacent to the future back-of-sidewalk line of a newly expanded Storrs Street right-of-way that reflects the new Storrs Street design that the City chooses. This proposed 27,000 gsf retail store would meet both the City's objectives to revitalize Storrs Street and would not violate any of NET Realty's existing lease agreements or understandings with any current shopping center tenants.

At the completion of this first phase, no additional parking would be required from a market demand perspective. (NET Realty has informally indicated that they could satisfy parking demand with a ratio of 4 parking spaces/1000 gsf of development.) However, to develop this new retail store, NET would require a variance of the presently required 5 parking spaces/1000 gsf now required by zoning.

At this stage of redevelopment, with assurances that Storrs was beginning to be converted to an active retail street, the City of Concord should support NET Realty's private investment with the public construction of a reconfigured Storrs boulevard to provide a fitting new front door to this redevelopment effort. It is very possible that the reconstruction of Storrs Street could be financed with federal monies such as those awarded under U.S. DOT's ISTEA Enhancement Grant Program.

Phase Two: "Riverfront Square"

In Phase two of redevelopment, as market demand allows, NET Realty would construct a second new retail building directly on Storrs Street, across from Pleasant Street, to further reinforce Storrs as a new and active retail boulevard. This new building, up to 25,000 square feet in size, would be configured and sited to provide the greatest retail linear frontage as possible along Storrs

Street. It would also be sited to adjoin and form the northern edge to a major new public park, plaza or water body directly on Storrs Street at Pleasant Street that may become known as "Riverfront Square." This new public gathering place, financed with public monies, would begin to symbolize Concord's reconnection to its riverfront. Its active use as a public open space would be supported by the new retail shops and restaurants that would help enliven this public space at the foot of Pleasant Street.

Because this new structure sits in front of Ames, either Ames has to be bought out, their clear view lease provision needs to be purchased, or their lease has to expire (which would place Phase II well into the future). The Ames building itself could – dependent on the buyout, downtown retail market demand, and the differential between downtown retail rents and current NET rents – either be torn down and replaced with additional frontage as shown on Storrs Street, or retained (shown in Option A).

The completion of this Phase Two development would provide a surface parking ratio of almost 4 parking spaces/1000 gsf of development which should be sufficient, or almost sufficient, to meet market demand without requiring the construction of a more costly parking deck or garage on site. However, a change to the zoning ordinance, which now requires 5 parking spaces per 1000 gsf, or a zoning variance would be required to permit this phase to be constructed.

At this stage of development, and dependent upon the partial acquisition of properties on the north and southwest corners of Pleasant and Storrs Streets, the City should construct the traffic circle and monument to act as a focal point and traffic-calming device.

At the completion of this second stage of development, Concord will have a new public gathering place at the foot of Pleasant Street, Storrs Street will be activated as a pedestrian and retail shopping street, and NET Realty will have developed an additional 50,000+ gsf of development beyond that which presently exists without the need to construct additional structured parking. Equally as important, this reconfiguration of the site does not preclude or foreclose the eventual option, in a future phase of redevelopment, to construct a water basin on the Ames site that connects directly to the Merrimack River, thereby achieving a long-term dream of the community.

Phase Three: Make the Downtown to Riverfront Connection

Phase Three – full build-out – calls for a true public/private venture that would require a significant reconfiguration of the existing shopping center. In this scenario, the central section of the shopping center would be demolished,

thereby opening up a large visual corridor or opening to the river. In its place would be constructed, with largely public monies, a water basin with a direct connection to the river. This water basin would expand the public space – "Riverfront Square" – built along Storrs Street in Phase Two, and provide a continuous public space or amenity linking Storrs Street to the river.

Both existing ends of the existing shopping center could remain in place (including the Ames Department Store and Market Basket) with some reconstruction of the building ends that were exposed during demolition of the central portion. However, the construction of the new water basin is likely to greatly increase land value surrounding it. Therefore, it is likely that NET Realty or its successor would reconstruct the two ends of the shopping center into a configuration that took better advantage of their frontage on this new public amenity. If the reconfigured ends of the shopping center were rebuilt as new one story buildings, there would not be a significant total net increase in the gsf of the shopping center. Therefore, little or no new additional parking would be required. However, if increased demand were created by this new riverfront amenity for a significant amount of new retail space, office space, or even a riverfront hotel (resulting, quite probably, in a multi-story mixed use building), then new parking decks or structures would be required to meet the increased demand for space.

The new water basins shown in the Illustrative Plan (Figures 1 and 19 in the Development Plan, and Figure 8 in this Target Project chapter) would be constructed at two levels. The "high-basin" near Storrs Street would be just several feet in elevation below the existing grade level of the shopping center and would require site excavation. (Clearly, the condition of the soils to be excavated, as examined through the resources of the City's recently won "Brownfield's Grant," would identify any significant site contamination clean-up costs that may be required before excavations began.) The lower basin (or canal) would be constructed at river elevation. Water would be pumped up approximately 20 feet from the river and lower basin into the high basin. The water would then be allowed to drain out, in a set of dramatic falls, of the high basin by gravity. Water would be routinely re-circulated to prevent stagnation. Careful engineering examination of 100-year flood elevations and river levels will clearly be required to properly design this basin and its pump, circulation, and drainage system.

The water basin itself would be surrounded by a public pedestrian esplanade/plaza. In turn, the pedestrian esplanade itself would be closely adjoined by the shops and restaurants of the reconfigured shopping center. This esplanade would continue along the basin's edge and then link to the Heritage Trail planned along the river's edge.

To fully realize this vision, the rail right-of-way in the vicinity of the water basin could remain where it is or be slightly relocated to the east immediately against the edge of the highway right-of-way to minimize the total width or span of a combined highway bridge/rail bridge over the basin and channel.

When and if this fully reconfigured site is realized, Concord and its citizens will have gained an active public gathering place and a significant connection to the river, NET Realty or any successor owner will have gained additional development space, revenues, and increased property values; and, the City will have significantly increased its property tax revenue.

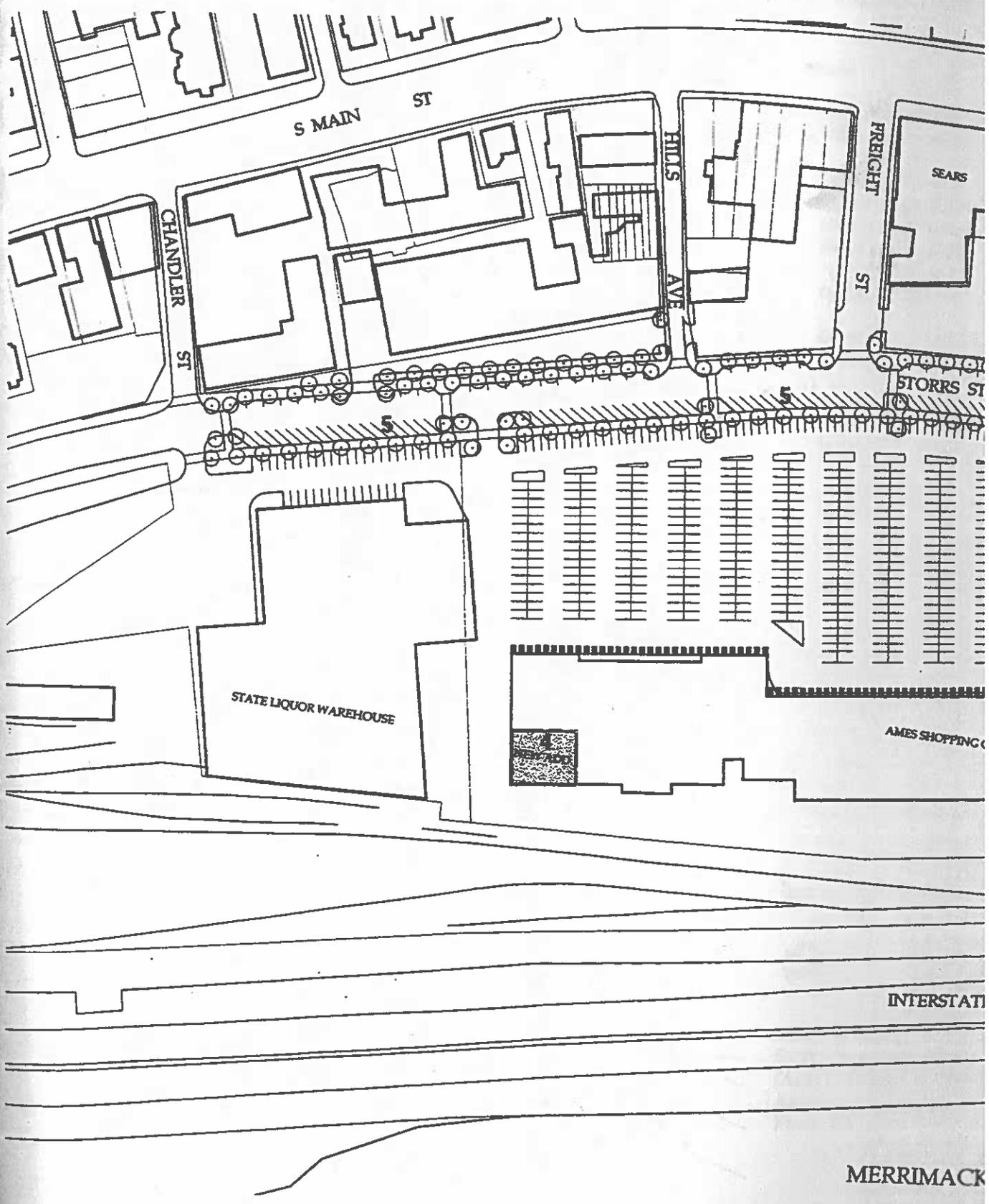
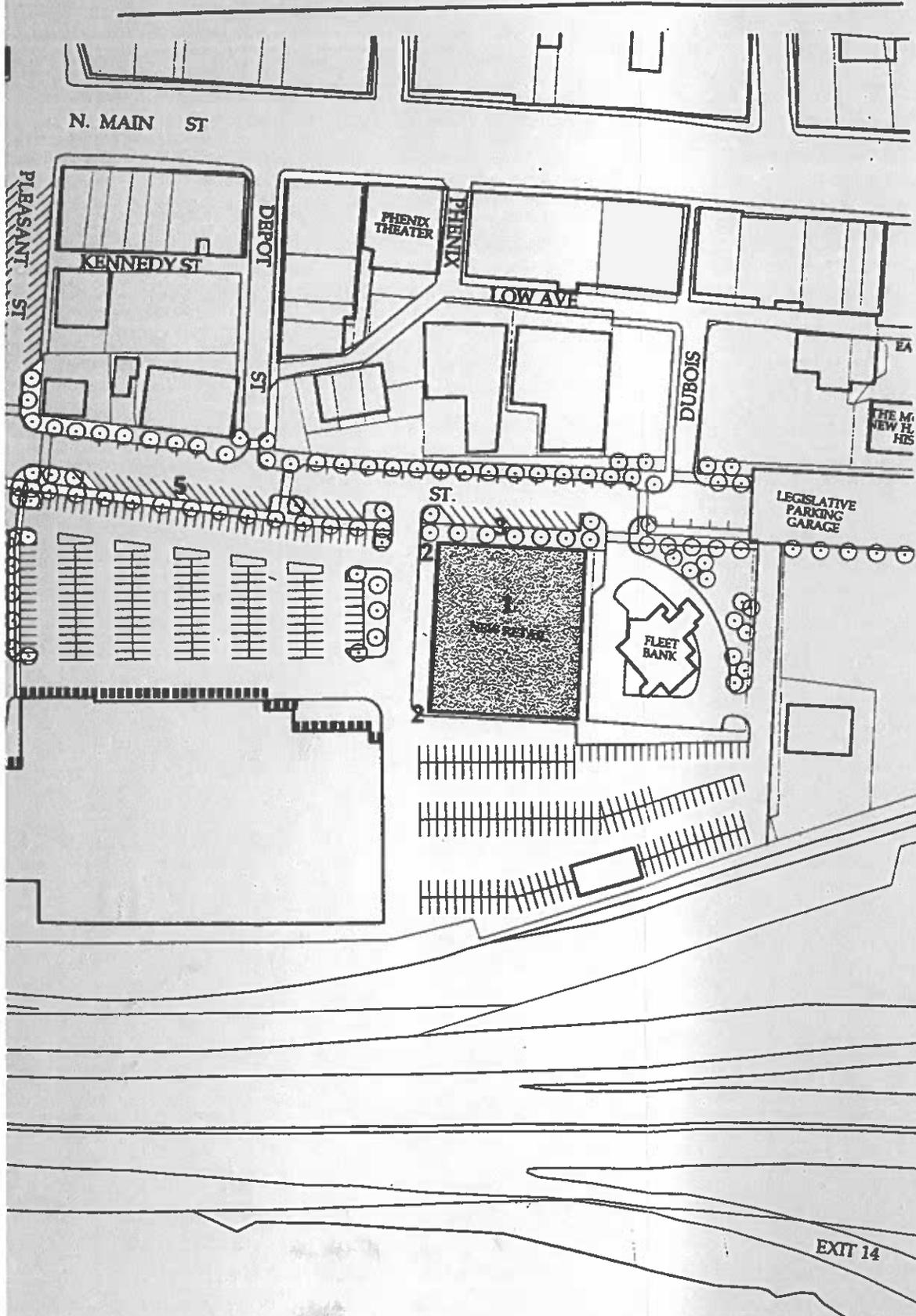


FIGURE 5



Legend:

 **Facade Renovation**

 **Renovation / New Construction**

- 1. 28,000 S.F. Expansion
- 2. Entries At Both Corners
- 3. Display Windows Facing Street
- 4. Expansion Of Demullas
- 5. Metered / Landscaped Parking



**NET PROPERTY REDEVELOPMENT PLAN
PHASE #1**

ALUCENTER FOR
BROOMING ARTS

N. MAIN

S MAIN ST

SEARS
NEW PARKING GARAGE
RETAIL

PLEASANT ST

HILLS AVE

FREIGHT ST

PARKING

CHANDLER ST

MUNICIPAL PARKING

STORRS

7

STATE LIQUOR WAREHOUSE

RENOVATED SHOPPING CENTER

ADDITION

NEW AND STRAIGHT DRIVE

RAIL LINE

INTERSTATE 93

MERRIMACK RIVER

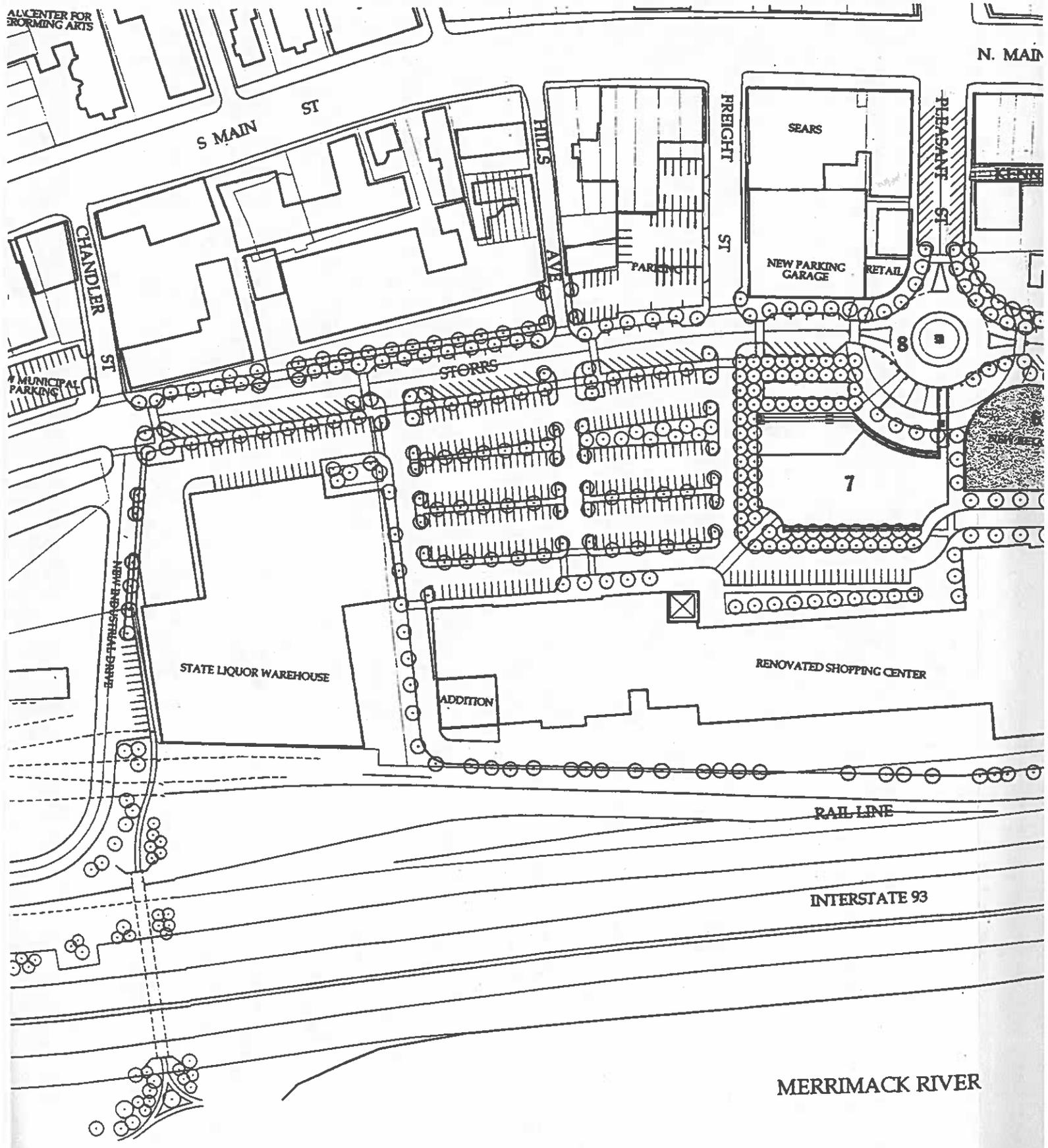
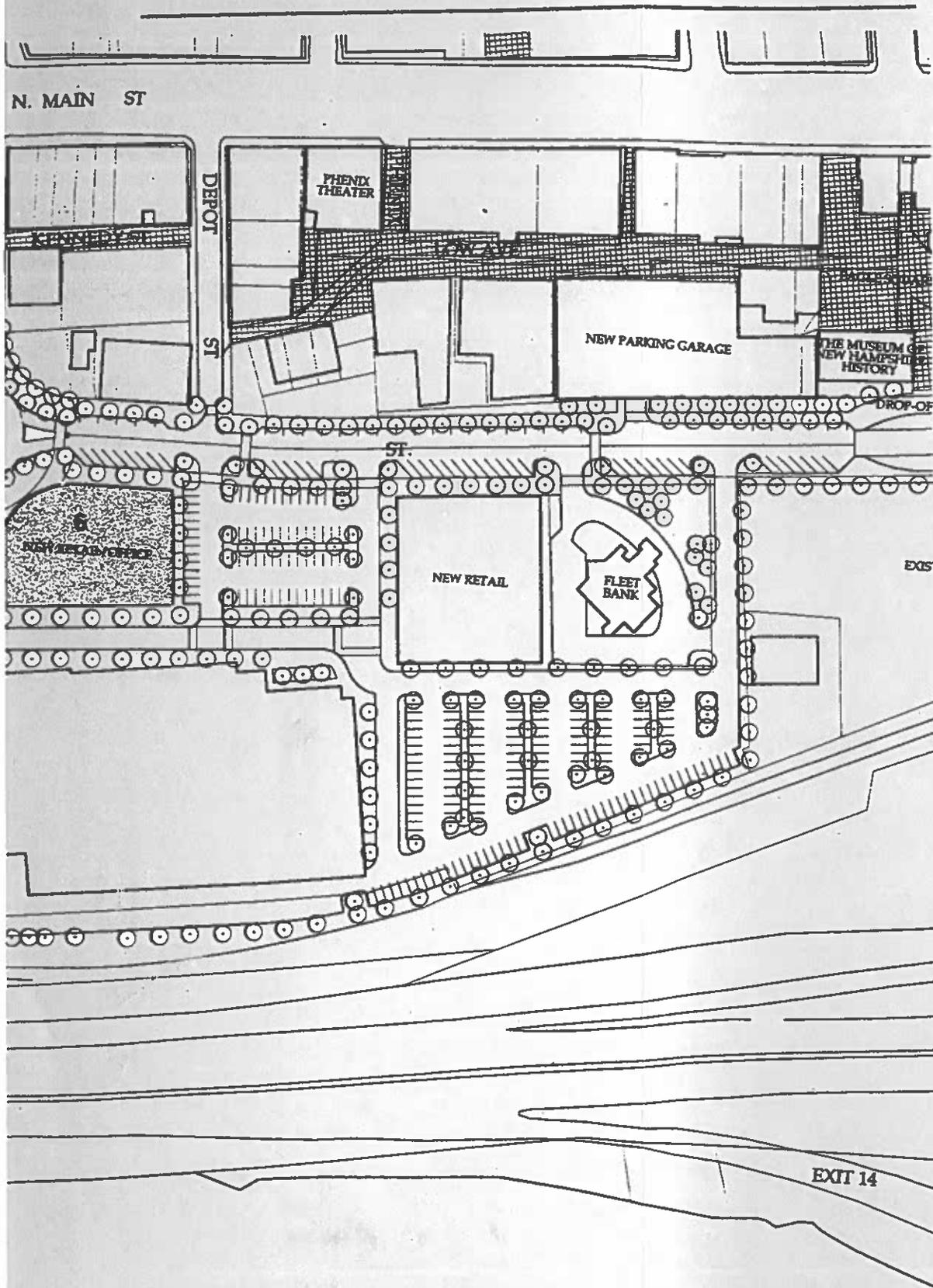
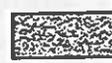


FIGURE 6



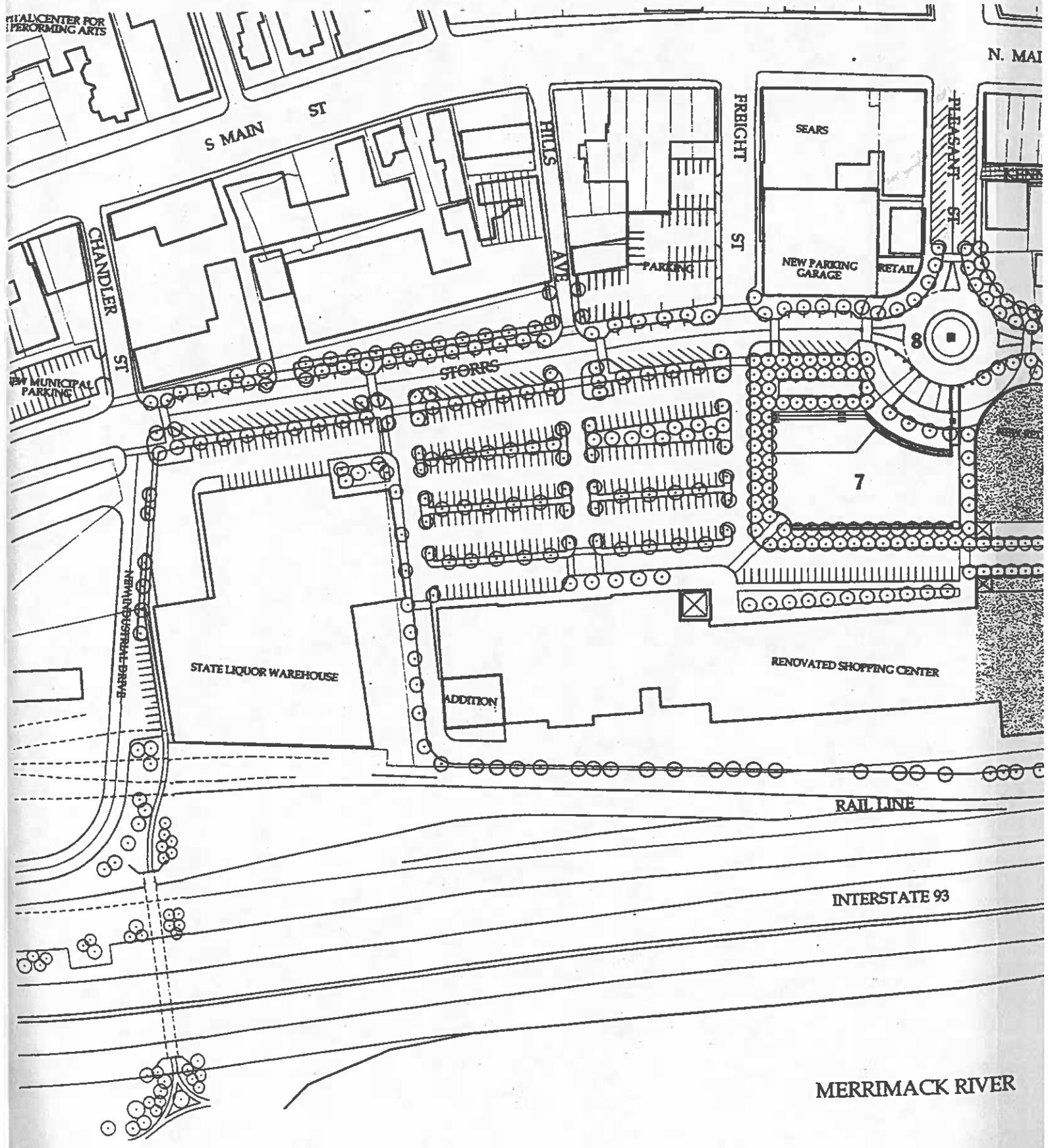
Legend:

 **Renovation / New Construction**

- 6. *Addition To Or Replacement of Ames To Link Mall To Downtown Retail Core. Build - To Lines Established By Overlay Zone.*
- 7. *Creation Of Park And Pool / Skating Rink.*
- 8. *Build Traffic Circle At Pleasant And Storrs Street.*



**NET PROPERTY
REDEVELOPMENT PLAN
(ALTERNATE A RETAINING
AMES)
PHASE #2**



THEATRAL CENTER FOR PERFORMING ARTS

N. MAIN ST

S MAIN ST

HILLS AVE

FREIGHT ST

PLEASANT ST

CHANDLER ST

SEARS

PARKING

NEW PARKING GARAGE

RETAIL

MUNICIPAL PARKING

STORRS

8

7

STATE LIQUOR WAREHOUSE

ADDITION

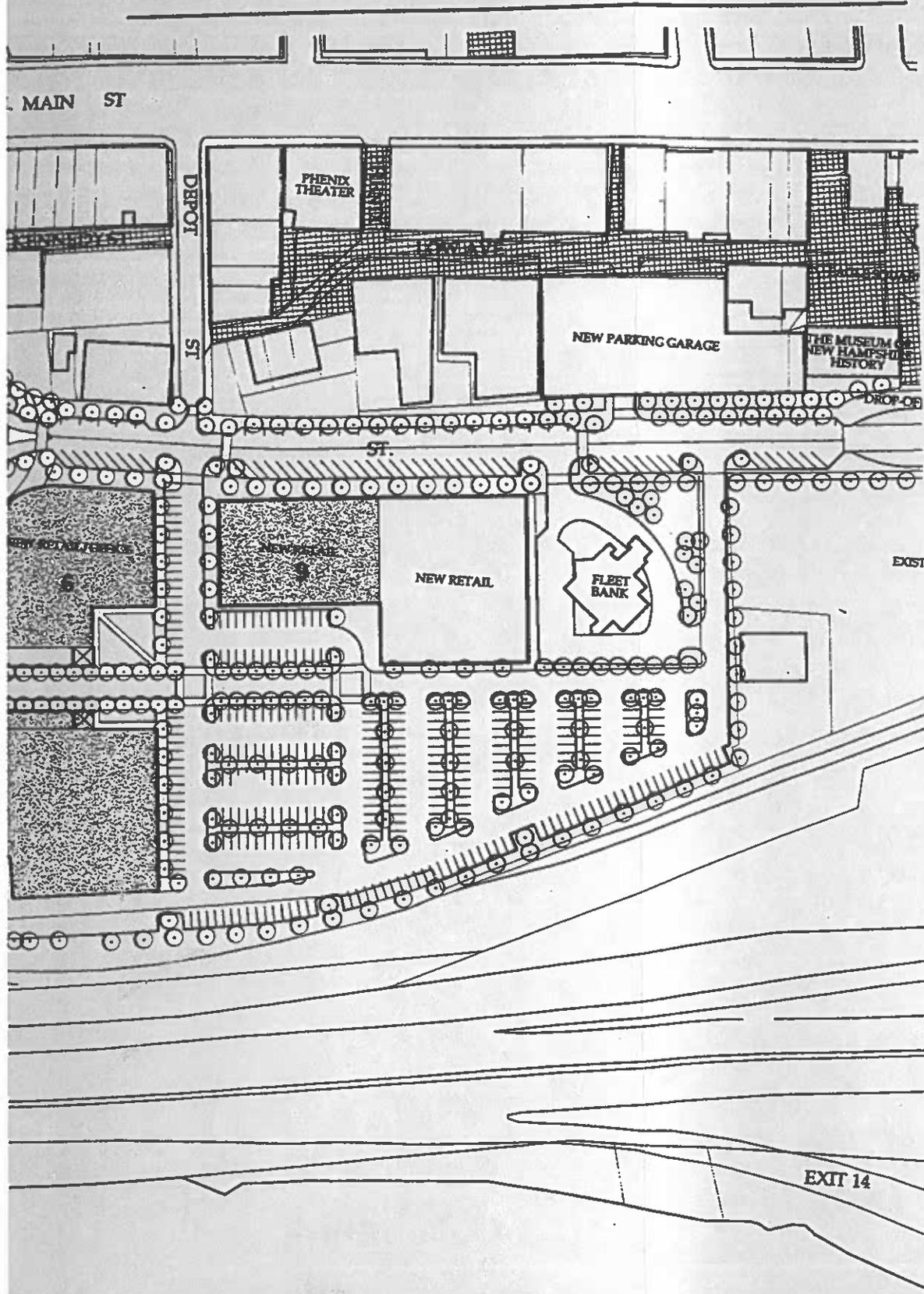
RENOVATED SHOPPING CENTER

RAIL LINE

INTERSTATE 93

MERRIMACK RIVER

FIGURE 7



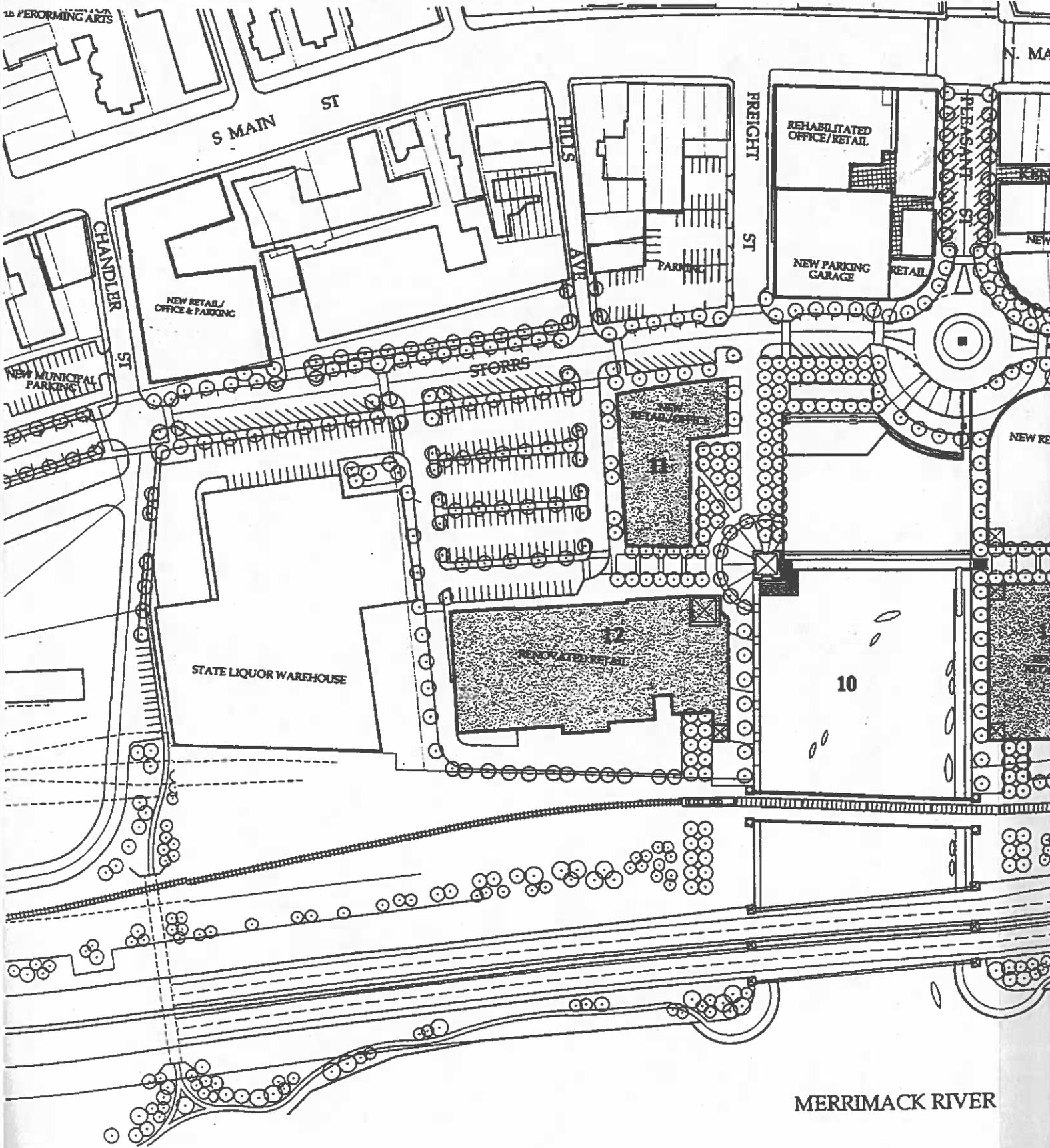
Legend:

 Renovation / New Construction

- 6. Addition To Or Replacement of Ames To Link Mall To Downtown Retail Core. Build - To Lines Established By Overlay Zone.
- 7. Creation Of Park And Pool / Skating Rink.
- 8. Build Traffic Circle At Pleasant And Storrs Street.
- 9. Redevelop Site And Ames Property To Maximize Absorption Of Spillover Downtown Retail Market.



**NET PROPERTY
REDEVELOPMENT PLAN
(ALTERNATE B REPLACING
AMES)
PHASE #2**



PERFORMING ARTS

N. MA

S MAIN ST

CHANDLER ST

NEW RETAIL/
OFFICE & PARKING

NEW MUNICIPAL
PARKING

STORRS

STATE LIQUOR WAREHOUSE

RENOVATED RETAIL

PARKING

HILLS
AVE

FREIGHT
ST

REHABILITATED
OFFICE/ RETAIL

NEW PARKING
GARAGE

RETAIL

PLEASANT
ST

NEW RE

10

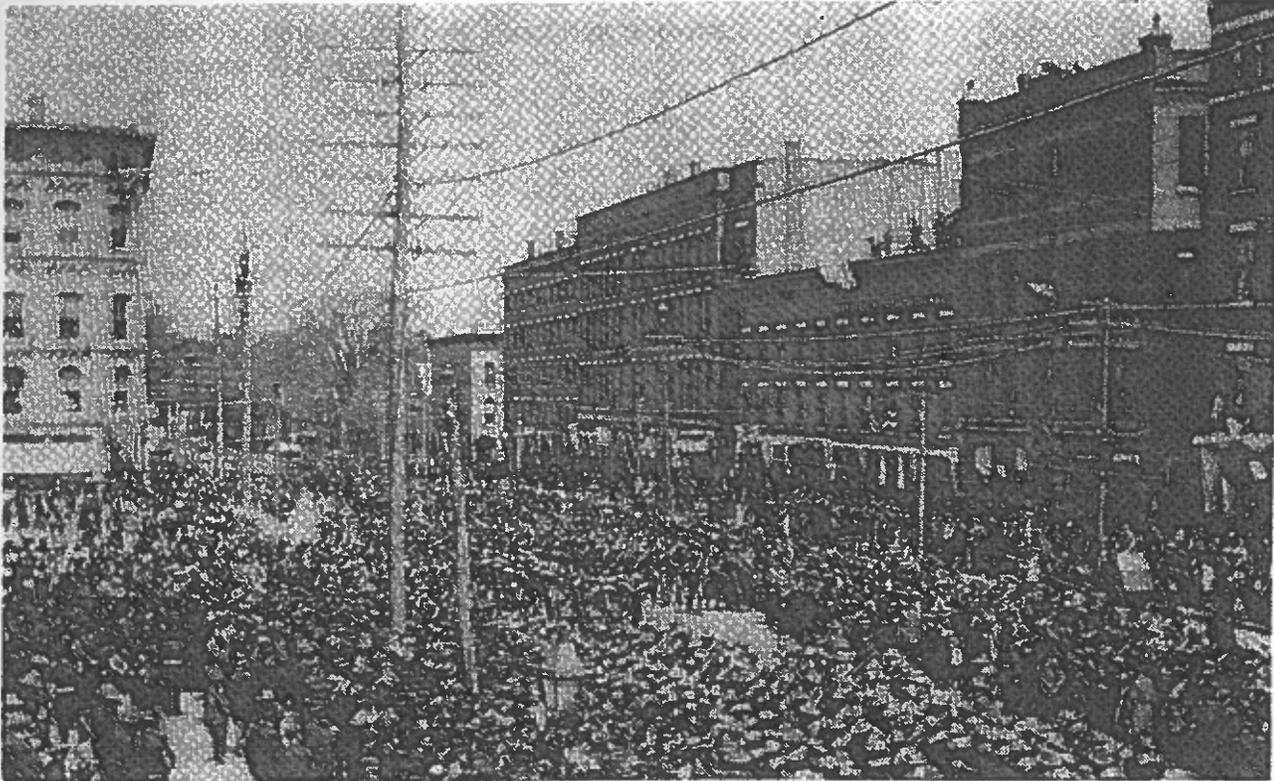
MERRIMACK RIVER

A Master Plan for the Downtown

City of Concord, NH

Task 7

Implementation Strategies



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May 1997

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I. Introduction

This Downtown Implementation Plan outlines a grouping of policies, investment strategies, and implementation mechanisms to leverage, implement and support the private redevelopment efforts in the downtown and the Opportunity Corridor described in the Downtown Development Plan. They have been organized into five policy categories: Capital Improvements; Land Use, Acquisitions, Assembly and Site Preparation; Zoning & Taxation Policies; Downtown Management Organization & Parking Administration; and Funding Sources and Mechanisms.

II. Capital Improvement Program (CIP)

The proposed Development Plan for Downtown will require a number of capital improvements in downtown's infrastructure and streetscapes to support private redevelopment efforts. A number of these improvements may be funded as joint public/private ventures. Some may be funded by the State, in whole or in part, through grants as opposed to dedicated revenues. Other suggested improvements will need to be financed by the City. In all cases, the leadership to accomplish these projects will come from city government with support from the private sector.

Summarized below is a listing of the capital projects that will be needed:

1.0 CIP Improvements : Streets, Streetscapes, and Pedestrian Networks

CIP 1.1: Reconstruct Storrs Street as a New "Boulevard"

The City should reconstruct Storrs Street from Chandler to Bridge Street to support the revitalization of Storrs as an active, pedestrian friendly, two-sided retail boulevard and to provide additional public on-street parking.

Two street improvement concepts were presented in the Downtown Development Plan: a boulevard with parallel parking on both sides of the street and, alternatively, a plan with angled parking on the east side of the street and parallel parking on the west. This latter alternative would add additional on-street parking, and would serve as a "traffic calming" solution to support a safer pedestrian environment. Either solution would also require a partial acquisition of a narrow strip of the NET parking lot adjacent to the street. However, through re-striping of their parking lot, this incursion may result in no loss of parking spaces on the NET site.

The City should reconstruct Storrs as a coordinated project with NET Realty in their redevelopment of the Capital Shopping Center. As NET Realty begins to commit to the construction of new retail buildings along the eastern edge of Storrs Street, the City could commit to a street improvement program. Therefore, the phasing and timing of the reconstruction of Storrs Street is a negotiating point with NET Realty so that this public investment and NET Realty's private reinvestments are mutually supportive and timed in a coordinated manner.

CIP 1.2: Main St. Streetscape Improvements

The City should invest in Main Street improvements to support retailers and announce the new "Arts, Entertainment and Cultural District."

Main Street improvements should include new street tree plantings, possible replacement of existing Cobrahead light fixtures with fixtures of a more

historic character, one or two archways spanning over Main Street to announce the edges of the "Arts, Entertainment and Cultural District," and various street furniture amenities such as benches, flower pots, and trash receptacles. Street tree plantings should not be regularly spaced, but clustered to provide points of visual refuge.

CIP 1.3: Side Street Improvements between Main Street and Storrs Street

The City should invest in improvements to the side streets – such as Pleasant St., Freight Street, Depot Street, and Chandler Street – connecting Main to Storrs Street to encourage pedestrians to travel from one street to the other. In addition to providing amenities such as street trees where sidewalk widths permit, devices which allow pedestrians to negotiate these steep and slippery streets in winter should be installed. Simple devices such as handrails installed along building facades or free-standing railings at the edge of the curblines should be explored. Alternatively or additionally, steamlines or electric grids under sidewalks to melt ice and snow should also be investigated.

CIP 1.4: Pleasant St. Streetscape Improvements/Gateway Corridor

The City should plan for and construct streetscape improvements between Main Street and the old State Hospital site as a "gateway corridor" into the City.

To help draw workers from the various large employment centers on Pleasant Street into the downtown, the City should install streetscape improvements such as additional street trees, new sidewalk paving as required, new lighting, and the installation of "neckdowns" at key street intersections to improve pedestrian safety and amenity.

CIP 1.5: Low Avenue/Kennedy Street Pedestrian Walkway Improvements

The City should redesign Low Avenue and Kennedy Street as a pedestrian walkway system linking Eagle Square to the revitalized Phenix Theater, Depot Street, and Storrs Street "Boulevard."

As described in the Downtown Development Plan, Low Avenue and Kennedy Street can serve as the basis of an important pedestrian network onto which shopfronts and building entrances can be located. The City should convert these service alleyways to multiple uses – parking deck access, service access to buildings, and pedestrian walkways. New paving, lighting and even tree plantings should be investigated. Coordination will have to be undertaken with the operating policies of the Solid Waste District to reconfigure trash collection operations and locations. In the majority of cases, basement ceiling heights in abutting structures permit commercial occupancy with entries from Low Avenue. Moreover, the utilization of all or a portion of these spaces impacts the economic feasibility of rehabilitation.

CIP 1.6: Opportunity Corridor North Street Network

The City should plan for and map the alignments of a new street network in the Opportunity Corridor North between Bridge Street and I-393 as an armature to define future development parcels and access systems.

As described in the Downtown Development Plan, a new street network, including the alignment for Storrs Street Extension North must be laid out to coordinate with the "fishhook" roadway scheme which will serve to access the proposed Conference Center on Commercial Avenue. This roadway network must be coordinated with the proposed realignments of rail rights-of-way so that rail/street crossing are minimized and so that reasonably sized and configured development parcels are created. It should also be integrated with a land use plan for the area.

CIP 1.7: Storrs Street South Extension/Chandler Street Pedestrian Underpass to Tear Drop Park

The City should plan for and map the alignment of the Storrs Street South alignment as it springs from the foot of Chandler Street.

The Storrs Street alignment South must be mapped so as to coordinate with any required rail realignments in the vicinity. Agreements with the State and Guilford Railroad will be required to achieve this coordination. Also, a sidewalk and pedestrian path adjacent to the new Extension should be included that will eventually lead, via underpass, beneath the vertically realigned I-93 highway corridor to Tear Drop Park. This underpass should be mapped into city plans so that NH DOT, when it reconstructs I-93 north of Exit 13, includes this pedestrian underpass in its designs.

CIP 1.8: NET Properties / I-93 Upgrades

The City should require painting, planting and removal of the Ames sign fronting I-93 to provide an upgraded image of the City to passing motorists.

The rear facade of the NET Shopping Center is the singular memory many if not most passing motorists on I-93 take away from Concord. This is a shame because the view of the City, were the shopping center not there, is memorable. The center needs to be visually screened from the highway and the giant Ames sign removed.

Planting is difficult because of the close proximity of I-93, railroad tracks and shopping center servicing docks. Indeed the dimensions are such that NET routinely services the shopping center utilizing Guilford railroad property. Ideally dense shrubbery planting would occur within the I-93 ROW and a coat of paint or a wall mural would be applied to the rear facade of the shopping center. The current Ames free-standing sign would appear to violate the sign ordinance — it is in excess of 30 feet in height. Moreover, if the site is

rezoned to BD or BA as recommended in this report, the area of a free-standing sign would be reduced from 250 sq. ft. to 100 sq. ft. in size, and to no more than 9.5 feet tall in a BA zone. It is recommended that the sign be brought into conformance with code and that if necessary, the City amortize its cost over time and demand its removal by the end of the amortization period — an action for which there is ample precedent in other states, but which would have to be reviewed for conformance to New Hampshire enabling legislation.

2.0 CIP Improvements: Municipal Parking Facilities

The Downtown Development Plan recommends the construction of a number of parking garages or surface lots in the downtown area. Some of these may be publicly financed entirely, and some may be undertaken as public/private joint ventures. The effort to construct almost all of these facilities must be initiated by the City. Once new parking facilities are constructed with an equal or greater number of parking spaces as the Legislative Garage over Storrs Street, that garage should be torn down to help advance the revitalization of Storrs Street.

CIP 2.1: Construct New Parking Garage over DuBois Street

Construct a new garage over DuBois Street, between Low Avenue and Storrs Street to service downtown commercial and retail development.

The City should construct a new garage over DuBois Street as an incentive to Main Street development and commercial stability. In the long-term, it may also serve as replacement parking for the Legislative Garage. Whereas the location of the Legislative Garage has minimized out-of-session usage, this incrementally closer facility should successfully leverage investment and be well utilized. Retail shops should be programmed into the ground floor of this facility along Low Avenue, and possibly Storrs Street. Since the new DuBois Street garage would also serve State legislators, the State should help finance this garage.

CIP 2.2 Construct New Chandler Street Municipal Parking Lot

On Storrs Street south of Chandler Street, the City should construct a new municipal parking lot on existing city owned land. This lot will support Main Street employers as well as patrons of the Capitol Center for the Arts.

CIP 2.3 Construct New Freight Street Parking Deck

The City should explore a possible in joint venture with the owners of the Sears Block to develop a parking deck to the rear of the Sears Building.

The City should explore the design of a joint venture parking deck to be constructed to the north side of Freight Street. The owners of Sears would bear primary responsibility for a split-level parking deck behind their property. A joint venture may allow the Sears owners to build structured parking behind their building, which they otherwise may find difficult to do, in exchange for an increase in the public supply of parking east of Main Street. The City, by pursuing this effort, would provide an important incentive to encourage the redevelopment of the Sears Block.

CIP 2.4 Construct the Green Street/ School Street Garage

The City should construct a three level municipal garage at School and Green Street.

The City should construct a new municipal garage at Green and School Streets that would support Main Street retailers on the west side of Main Street, employees and visitors to the Federal Office Building and US District Court House (to relieve local residents of on-street parking pressures from visitors to the Courthouse), and Legislative employees. Since this garage will help provide for the parking needs of the federal office/US District Courthouse complex, the City should continue to seek funding or partial funding from the federal GSA. Failing this attempt, the GSA may be willing to lease a certain number of parking spaces for employees and visitors to the federal complex within this garage, the revenue from which could help defray the municipal debt service incurred by the cost of construction.

CIP 2.5 Demolish the Legislative Garage

Once the DuBois Street Garage is constructed, and assuming an allocation of some of the spaces in that garage to the State legislature (when in session), then the State should demolish the Legislative Garage over Storrs Street.

The City would have to reach agreement with the State, prior to design or construction, that should the City build the DuBois Street garage, the State would then remove the Legislative garage structure at its own cost.

CIP 2.6 Manage a "Parking Facilities Fund," With Monies Collected from Private Redevelopers to Construct Joint Venture Parking Facilities

The City should administer a privately-financed "Parking Facilities Fund" to construct parking decks or parking lots to support new development projects or renovation projects which cannot supply sufficient privately-developed parking on their own development sites.

In the Development Plan, private development projects are called upon to assist in supplying their own parking needs. However, supplying those parking needs on-site at each development or renovation project may not always prove desirable or feasible. In fact, requiring parking needs to be met

on-site may encourage demolition of existing buildings to make room for the required parking spaces.

Therefore, the proponents of developments for which it is uneconomical or infeasible for various reasons to construct on-site parking should be able to contribute, if they choose, to a Parking Facilities Fund, administered by the City, for "pooled" off-site parking within a specified radius of the development site. The financial contribution per parking space should be set at a sufficient dollar amount to construct an agreed upon percentage of a structured parking space (\$10,000-\$14,000/space). That number should be established both by costs of garage construction and by the impact of this provision on development feasibility. Given that office buildings like to have 3 spaces per 1000 sq. ft. of space, they might be required to build or contribute to 1/2 or 1 space per 1000 sf. The pro formas prepared for the target projects suggest the difficulty of meeting this provision. However, if it were to open up retail possibilities along Low Avenue in the Analysis of the Phenix Theater complex, the equation is not possible. A change in the Zoning Bylaw would be needed to first require parking in the BA zone and then provide measures to permit the type of system described here.

III. Land Use, Acquisition, Assembly, and Site Preparation Policies (LU)

To achieve many of the recommendations outlined in the Downtown Development Plan, cooperative land use decisions between the City, the private sector, and the State will be required. Particularly within the Opportunity Corridor between Storrs Street and I-93 – on land owned privately, publicly, and by railroads such as Guilford – where many future redevelopment opportunities remain, such cooperation will be paramount. Outlined below are some of the key opportunities that the City must address and prepare for:

1.0 LU Policies: NET Shopping Center Site Redevelopment Policies

NET Realty's Capital Shopping Center site holds the key in many respects to the revitalization of downtown and the Opportunity Corridor: It provides the best location to make the city's premier downtown-to-riverfront connection as well as a major public riverfront gathering place (named "Riverfront Square" in the Downtown Development Plan); it offers the strongest potential to create a new and active Storrs Street "boulevard;" and, its parking resource is instrumental in structuring downtown Concord's parking inventory and rate structure.

Fortunately, NET Realty is now planning to expand its shopping center with approximately 27,000 gsf of additional retail space. To do so, NET Realty requires a zoning variance for parking from the City. Therefore, an opportunity has arisen to discuss the redevelopment configuration of the Ames site to both meet the expansion needs of NET Realty and the City's desire to achieve a number of its downtown/ riverfront redevelopment goals. As described in the Downtown Development Plan, the City's strategy should be to work cooperatively with NET Realty to prepare a phased redevelopment plan of the shopping center that, at each stage of completion, meets NET Realty's financial criteria as well as the City's desire to 1) develop Storrs Street as an active "boulevard," 2) create a new significant public gathering place, and 3) eventually allow for a major riverfront connection.

In addition to negotiating with NET Realty to eventually create a significant riverfront connection at this site, the City will need to open discussions with NH DOT and the Army Corps of Engineers on eventually providing a river connection beneath the I-93 right-of way, and will need to apply for federal funds, such as ISTEA monies, to eventually construct this riverfront river connection.

LU 1.1: Negotiate with NET Realty to Add New Retail Space Directly on Storrs Street and to Provide an Attractive New Facade on the Front of the

Entire Shopping Center and to Cede Land to the City for Purposes of Widening Storrs Street

In negotiations with NET Realty for the required zoning parking variance, encourage NET Realty to construct its new 27,000 gsf retail anchor store directly on Storrs Street to help begin the revitalization of this "boulevard." Also, negotiate for NET Realty to construct a new facade on the front of the entire shopping center.

LU 1.2: The City Should Acquire a Portion of NET Realty Property to Expand the Storrs Street Right-of-Way and Provide New On-Street Public Parking Spaces on Storrs Street.

It is likely that this partial land acquisition will reduce the number of parking spaces at the Capital Shopping Center unless the entire Ames parking lot is re-striped to reflect the smaller size of today's automobiles, and the overly wide lane dimensions in some of the parking aisles. The City should offer to pay for this re-striping directly, as part of a negotiation for ceding the ROW to the City. NET Realty will directly benefit from this plan because the number of on-street parking spaces adjacent to the shopping center will increase and its own parking space will not likely be reduced by an equivalent amount.

LU 1.3: The City Should Offer a Zoning Reduction for the Amount of Parking Required to Encourage NET Realty to Continue to Expand Its Shopping Center in Future Phases of Redevelopment in a Fashion Consistent with this Plan.

NET Realty has indicated that it can function well with a ratio of 4 parking spaces/1000 gsf of retail space, from a market perspective; current zoning requires 5 parking spaces per 1000 gsf of development. If the City reduces the required parking ratio from 5.0 to 4.0 spaces/1000 gsf through a rezoning of the property, NET Realty could then add an additional 25,000 to 30,000 gsf of development (above and beyond the 28,000 gsf now sought) without having to construct expensive structured parking to meet its zoning requirements. In exchange for this zoning reduction in required parking spaces, NET Realty, in its next phase of redevelopment, would 1) configure its expansion to provide more retail space directly on Storrs Street, 2) configure its expansion to allow for the eventual construction of a water basin connection to the Merrimack River, and 3) allow the City to construct a public gathering place (a park, plaza or water basin/ice skating pond) on Storrs Street in the Ames parking lot at the foot of Pleasant Street to provide a new public gathering place for Concord's residents and visitors.

LU 1.4: The City Should Open Discussions with the Army Corps of Engineers, NH DOT, and the EPA to Scope Out the Technical Feasibility of,

Implementation Strategies

and Environmental Permitting Requirements to Construct a Water Basin/Riverfront Connection.

Many technical and environmental issues must be resolved to eventually construct a river basin and river connection. They include issues of floodway and floodplain flood control, excavating potential contaminated soils to build the basin and channel connection to the river, mechanically pumping water from the river to a higher basin elevation, water circulation and stagnation in the basin, riverbank scouring action, structurally supporting the existing I-93 roadbed over the basin and connecting channel, and many others. Though complicated, all these issues should be investigated in a preliminary manner to determine the initial feasibility of this long-term riverfront connection plan.

LU 1.5: Begin to Seek Federal Funding to Accomplish the Riverfront Connection Plan.

Obtaining funding can take years. After the City has explored the technical feasibility of making a riverfront connection, it must begin building up a strong supporting local constituency for this effort. Once this is accomplished, it must then must gain the support of its Congressional delegation to seek the necessary funds from such federal sources as US DOT's ISTEPA Program and the new American Heritage Rivers Protection Act. With New Hampshire being the first presidential primary state, and with the next presidential campaign beginning in less than two years, Concord may be in a good position to accomplish this plan. If so, it must act now. Preliminary regional meetings with applicant cities have already been held.

2.0 LU Policies: NH DOT Maintenance Garage/Laboratory Site

The NH DOT Maintenance Garage site is key, in the long run, to the redevelopment of the Opportunity Corridor north of the downtown. Because of its important location at the I-93 Exit 14 Bridge Street gateway into the city, and because of its large size, Concord should strive to gain control, or at least a say, in its future redevelopment. At present, NH DOT has identified another building within Concord to which it could relocate its garage and laboratory operations for a cost of approximately \$2 million (as compared to a cost of \$6 million which it has previously quoted to relocate to an entirely new facility). To accomplish this, NH DOT is asking the City of Concord to pay for all or most of these relocation costs. Though an expensive proposition, NH DOT's potential relocation also offers the City a timely opportunity to gain control of this site for future redevelopment opportunities.

Clearly, this important site is not now put to its highest and best use. Given other nearby offices and the Concord Center, it is likely that this site could

eventually be redeveloped for office and/or incubator use. Given the likely continued presence of rail lines adjacent to the property (though not very active), back office space to support headquarters facilities of larger companies may prove to be its most suitable use. Alternatively, if the Conference Center project fails to advance at the Horseshoe Pond site, this property may prove very suitable for such use.

To prepare this site for eventual redevelopment to higher uses, the City should consider the following steps:

LU 2.1: Investigate the Site Preparation Costs Necessary to Ready this Site for Redevelopment

The City should investigate a number of site preparation issues: contamination and clean-up costs, roadway and utility infrastructure costs, and rail line realignment requirements.

1) The City should encourage the State to investigate, through its Brownfield's Grant funding, the contamination, if any, and clean-up costs that may be required to prepare this site for redevelopment. 2) The City will also have to prepare a street network right-of-way plan for this area to define reasonably sized development parcels and blocks; and then, estimate the costs of building this new street network and supporting utilities in this area. 3) Additionally, the City will have to work with the State, in its rail right-of-way acquisition negotiations with Guilford, to perhaps realign rail lines so as to work well with the new street network and parcelization plan. Fortunately, the City has begun most of these efforts.

LU 2.2: Negotiate with NH DOT for the Acquisition or Lease of this Property to "Land Bank" It Until Redevelopment Opportunities Arise

Based upon its investigations in LU 2.1, the City can determine the probable economic feasibility of redeveloping this site. If the site should look feasible for redevelopment, the City can use its site preparation cost estimates to determine a fair offering price or lease payment for the land, and then begin negotiations with NH DOT to gain control of this property.

3.0 LU Policies: Redevelopment Infill Blocks between Storrs Street and Main Street

The Downtown Development Plan recommends that two blocks in the downtown be entirely redeveloped because existing buildings and uses there are either marginal or underutilized. These blocks include: 1) the block bounded by Pleasant, Storrs, Depot, and Kennedy; and 2) the block bounded by South Main, Chandler, Storrs and the buildings adjoining Mills Avenue to

the north. To accomplish these redevelopments, the blocks will have to be assembled.

LU 3.1 Encourage the Assembly of the Two Downtown Redevelopment Blocks Recommended for Complete Reconstruction

When the real estate cycle grows sufficiently strong in the downtown to redevelop these two blocks, the City should encourage existing owners and/or private developers to assemble these two blocks to redevelop them to their highest potential.

4.0 LU Policies: "Opportunity Corridor" Coordination

In the long run, the redevelopment of the rail yard/industrial swath of land known as the "Opportunity Corridor" in and immediately adjacent to the downtown offers many opportunities, as well as challenges, for eventual redevelopment. A number of issues must first be studied and acted upon to make this set of properties suitable for redevelopment. Several major property owners hold the key: Guilford, NH DOT, and NET Realty. Additionally, the Army Corps of Engineers, NHDES and EPA will have considerable say in the use of the Merrimack River's floodplain and any land-to-river connections.

To successfully redevelop this corridor, several major coordinated pre-development actions must take place: 1) the corridor's contaminated sites will have to be identified, and, subsequently, a site clean-up plan devised; 2) rail rights-of-way may have to be purchased and rail lines realigned; 3) a network of new streets and utilities will have to be implemented to define circulation and development parcels; 4) final I-93 realignments and intersection designs must be determined and agreed upon; and, 5) redevelopment restrictions, if any, must be identified within the floodway and flood plain. Until all these tasks are accomplished, the full costs to redevelop the "Opportunity Corridor" will remain unknown.

Many, if not all of these investigations and initiatives have already begun by private parties, the State and City. It is important, however, that these initiatives and investigations be coordinated so that they lead to a common vision for the redevelopment of the Corridor. Hopefully, this Downtown Concord Development Plan can help provide that necessary overview to serve as a basis for coordinating these various ongoing city and state initiatives.

5.0 LU Policies: Horseshoe Pond Conference Center Site

Presently, private developers are working with the CRDC and City to develop a Conference/Exhibition Center, together with hotel and restaurant, on city-

owned land across Commercial Street from Horseshoe Pond. For this project to succeed, a true public/ private financial partnership will be required. Because the financial investments are considerable and complex, it is not yet entirely certain that this project will advance.

Even if this project does not proceed immediately, this site is advantageously located at the intersection of I-93 and I-393 and provides attractive views of Horseshoe Pond. It therefore remains a premier development site – for an office headquarters location, perhaps, or other uses – in the long run.

Therefore, the City and State should continue to proceed with its plans to provide access to this site from I-393, via the proposed "fishhook" design, and continue its plans to realign rail tracks in the vicinity to prepare this site for redevelopment.

IV. Zoning Policies (Z)

Some of the recommendations in this Master Plan are precluded by existing zoning. In other cases current zoning endangers the historic character of the city. The following recommendations are made to resolve and/or alleviate these issues:

1.0: Policies to Preserve Historic Character

The following set of policies is intended to protect Historic Districts from the threat of demolition as a result of excess unbuilt floor area as might occur when an area is built to 3 or 4 stories and the zoning permits 10 stories, and/or from the threat of intrusion into the character of an area that is incompatible with its historic character.

Z1.1: Prevent Excess Height in the BA Zone

Change the height limit in the BA Zone to 65 feet or 5 stories whichever is less. The BA Zone is limited to the CBD between State and Storrs, Hills and Bridge streets, and includes primarily, the Red City that visitors identify as historic Concord. The buildings in this area currently vary between one and five stories in height, with most three or four stories tall. The current zoning permits 100 foot buildings. In a demand market this height someday could put pressure for demolition on historic structures. Today, it could produce buildings on "soft" parcels that are incompatible with the historic character of this part of the city, much as the Kennedy Apartments are out-of-scale with their surroundings. At present, the combination of land values and rent levels preclude major new construction, but the tipping point is close. This could become a problem in the not-too-distant future. It is recommended that the 65' limit be taken from the mean elevation of the frontage of the building on the primary street that the building faces (e.g., a building on the east side of Main Street could be 65 feet tall, or five stories, while on the Low Avenue side of that same building, it could be roughly 75 feet (i.e., the elevation drops approximately ten feet), and five stories plus a habitable basement. It is recommended in these cases that any extra story so gained be set back a minimum of 12 feet on the downhill side so as not to overwhelm narrow alleys (e.g., much as the Phenix Theater does today).

Z1.2: Encourage Retention of Historic Residential Scale on South State Street.

Change the IN zone on South State Street

The IN, Institutional District, zone on South State Street should be altered to assure preservation of the architectural fabric of the surrounding neighborhoods. The IN District permits both 10-foot back yards and five-

story building heights which, over time, while encouraging institutional development, may denigrate the historic scale of the neighborhood.

Z1.3: The CV Zone, Accompanied by the Highest and Best Use Taxation Policies of the City, Encourages Residential Conversion to Professional Offices and Institutional Usage

Consider altering the CV zone to permit non-residential uses only by Special Exception.

It is to the benefit of the downtown that housing resources remain immediately proximate to the CBD. Current zoning precludes historic single-family and duplex usage, and assumes conversion due to highest and best use taxing policies. Conversion to 2-6 unit apartment buildings is permitted, but our sense is that taxation policies and rehabilitation costs work against this as a preferred option for owners. If the CV zone made commercial and institutional uses Special Exceptions, the city should explore whether the lower value of multiple-family dwellings would offer a real opportunity to retain residential use in the downtown. Whereas tax policies in other states, discussed in the Master Plan, could be used to forestall conversions, they are not legal under New Hampshire enabling legislation.

2.0 Policies to Enhance Urban Character

In some cases in the downtown, zoning policies are counterproductive to land use or urban design objectives. In these cases, one has to look carefully at the base zone and be careful not to make changes that would adversely impact other areas of the city. Three options are available: 1) amend the base zone, 2) change the base zone for the area in question, or 3) map an overlay district.

Z2.1: Rezone the BB Zone Fronting Storrs Street to BA or BD. Apply an Overlay District to Assure a Lively Street.

Enable residential uses and four story office buildings to be built in this corridor in the future on sites or at elevators do not conflict with flood plain regulations.

The current BB zone requires significant yard setbacks and precludes residential usage. Whereas residential usage is not currently in demand or profitable vis-a-vis office alternatives in this area, it might, in the future, be a viable component of a mixed use project.

Of more immediate concern are the front and side yard setback requirements that demand a 60 foot setback from the front property line and 40 foot side yard setbacks. In fact, a required build-to line at the sidewalk is preferable in this district for the bulk of the property frontage over the long haul. If an AD

District Overlay permits alleviation of yard requirements, then we'd recommend that the BD District simply be extended down from the north to include this site, and that a new District Overlay extend to all properties in that BD District, thus exercising some control over the Storrs Street Extension North and NH DOT property.

V. *Establishment of Downtown Management Organization (DMO)*

To implement, manage and guide the development of downtown over the many years it will take to fully achieve, an ongoing and continuous focus must be kept on the progress of its achievement. To be successful, the private sector and the public sector must join together to achieve the desired ends.

Throughout the nation, this ongoing focus and monitoring process has been created by establishing Downtown Management Organizations (DMOs) to focus exclusively on the economic revitalization and physical appearance of carefully prescribed districts of the downtown.

Usually consisting of a membership or Board that includes downtown business people, merchants, and city department representatives, these Downtown Management Organization are granted certain semi-autonomous powers to implement the downtown improvement plan. Usually professionally managed and staffed, these DMOs may be funded by the City, by dedicated funds derived from Tax Increment Finance (TIF) Districts, or by special assessments levied on property owners and/or tenants within the designated district(s) of the downtown that specifically benefit from the facilities and services provided by the DMOs. These special assessment districts are often known as Business Improvement Districts (BIDs).

In New Hampshire, the Legislature has established enabling legislation for "Municipal Economic Development and Revitalization Districts" (including Tax Increment Financing Districts), and Municipal Service Districts which both may serve as an underlying basis for many of the following recommendations. In fact, many of Concord's past successes downtown have been based upon these mechanisms.

In downtown Concord, the ongoing management needs are many. They range from specific parking management issues and the establishment and promotion of an "Arts, Entertainment and Cultural District" to a coordinated refuse collection plan now managed under a "Solid Waste District." Each of these distinctly defined management functions could be established and administered as completely separate entities. For example, a dedicated Downtown Parking Authority could be created to manage and coordinate parking issues, while an "Arts, Cultural and Entertainment District" could be simultaneously created to promote and encourage the growth of Concord's rapidly growing cultural attractions. Clearly, issues overlap, however. For example, parking is important to support the arts and entertainment venues, and patrons of art and entertainment events would be discouraged from coming downtown if the streets were littered with trash and refuse.

In discussions with city officials, a consensus began to emerge that all the various management functions supportive of downtown revitalization should be placed under the umbrella of a single professionally managed Downtown Management Organization to *effectively coordinate* these many overlapping issues. Within this overall Downtown Management Organization, specific focus can remain on specific topics – such as parking management or the promotion of an expanding Arts District – through specifically focused committees within the DMO.

Therefore, we recommend that Concord establish a Downtown Management Organization that is primarily responsible for coordinating and managing: 1) the establishment and promotion of an Arts, Cultural and Entertainment District; 2) a downtown parking management policy in cooperation with the appropriate city agencies and enforcement authorities; 3) promotion and coordinated marketing of downtown retailers; 4) the management of trash collection (incorporating the work of the existing Solid Waste District) and other downtown maintenance issues; and 4) the beautification of the downtown. The funding for such an organization and the hiring of professional staff may be derived from one or more "Municipal Economic Development and Revitalization TIF Districts" (as authorized by New Hampshire law), or the establishment of a Special Assessment or BID District. Described below are some of the specific functions and duties of this suggested DMO:

1.0 DMO Duties and Powers: Arts, Cultural, and Entertainment District Management

The Arts, Cultural and Entertainment District would be established to support the various arts venues and supporting galleries and restaurants that will bring residents and visitors to downtown Concord by day and by night. Some important venues such as the Community Music School on Wall Street or the City Auditorium that are outside the geographic boundary of the district would nevertheless be included in the promotional and management efforts.

DMO 1.1: Promote and Advertise the Shows and Performance Events within the District and Downtown.

Promote the District as an arts and cultural Mecca for the entire State of New Hampshire. Promotional efforts, through newspapers or media outlets, would advertise the district's attractions as a whole as well as specific individual events.

DMO 1.2: Recruit Compatible Uses and Coordinate Business Hours with Art & Cultural Events

Help coordinate business hours, particularly on nights and weekends, between downtown merchants and food service establishments with scheduled performing arts event so that each business sector can benefit from the patronage of the other. Recruit compatible uses to the District to further encourage a critical mass.

One of the biggest complaints heard about downtown Concord is that little is open at nights and on weekends. Yet, increasingly, the performing arts attract many people to the downtown at the very times when these other business establishments are closed. Business hours should be coordinated so that merchants benefit from the arts audience and so that the arts audience have places to dine and shop before and after performances.

2.0 DMO (and City) Duties And Powers: Parking Management

Management of Concord's parking supply and regulations is currently done by several departments, including public works, the police department, the planning, the engineering, the finance department, and the city manager. Because there are so many involved in the management and operation of parking spaces and no one designated as overall coordinator of all functions, inefficiencies can result. Improving the coordination and management of the city's parking supply would very likely lead to a more responsive and effective parking organization. The idea of modifying the existing parking management structure has been suggested before, and with proposals for new organizational structures proposed for downtown, there is reason again to consider moving in the direction of a new organization for departments dealing with parking.

Improving the efficiency and effectiveness of the departments responsible for parking could involve simply establishing procedures and protocols for city staff that will enable them to improve coordination among departments. Or, a separate parking authority could be established with broader powers to buy and sell property. Or if a "downtown management organization" or a "business improvement district" is set up to provide certain services and financed by businesses, this body could assume the role of coordinator of parking. In any case, some of the goals of new enhanced coordination and management of parking would to be a broker for the city as a whole when new parking is being built, to look for opportunities for shared parking and park-and-ride lots, to establish consistent rate structures, and to encourage various regulatory measures that will maximize the existing and future supply. Regardless of what new management structure is selected, clear

responsibilities need to be established and the effort should be sustained over sufficient time to have an impact.

The Downtown Management Organization, working together with various City agencies having jurisdiction over parking management and enforcement issues, should cooperatively devise a downtown parking management plan to meet the parking goals and management recommendations outlined in the Development Plan. Though it is important that the City not entirely cede its parking management and oversight duties to the DMO, the DMO could become an important ally with the City to manage the downtown parking supply.

DMO 2.1: Encourage Short-Term Parking To Support Downtown Merchants, Businesses and Visitors.

On street parking spaces are extremely important to the viability of small downtowns and their businesses and merchants. Short-term, high-turnover parkers should occupy the bulk of the on-street spaces. Long-term parkers should be directed to garages or state lots.

Ten-hour meters, both in municipal lots and on the street, should be changed to two-hour meters to encourage their use by short-term shoppers and visitors. Motorists parking for 8 to 10 hours should be encouraged to park in garages to encourage a large number of people to be able to park in one space over the course of a day. The parking rate structure should discourage commuters and other long term parkers from parking all day on the street, thereby taking up valuable spaces near stores. An increase in on-street meter rates or fines would make on-street parking unattractive for all-day parkers and encourage the use of garages and remote lots.

DMO 2.2: Discourage Free Parking Adjacent to Metered Parking

Enforce Restrictions Against All-Day Parking at Free Downtown Parking Lots.

Free parking adjacent to metered parking upsets the rate structure. At the NET Shopping Center, for example, lack of enforcement of the "shoppers only" restriction allows people to park for free, making it difficult to charge appropriately at metered spaces or finance parking structures. The DMO, through its member businesses, could assist the City and NET with enforcing the rules at the shopping center to prevent illegal all-day parkers within a specified zone approved by NET Realty. (Alternatively, the City might consider leasing/buying some of the spaces closest to Storrs Street in the short-term to convert them into municipally owned and operated metered parking spaces.)

DMO 2.3: Structure Parking Rates to Attract Visitors and Patrons to the Downtown on Evenings and Weekends

The DMO should work with merchants and the City to further lower or eliminate parking charges on weekends and evenings to attract people downtown during these times.

For example, parking charges in municipal garages and lots have been eliminated on weekends and evenings. On-street meters could also be made free during these times.

DMO: 2.4 Discourage Free On-Street Parking to Commuters and Non-Residents in Residential Neighborhoods Adjacent to the Downtown.

The DMO should work with the City to monitor compliance with a Resident Permit Parking program in neighborhoods adjacent to the downtown.

To initiate this policy, the City should establish, adjacent to major downtown and Pleasant Street trip-generators, a resident permit parking program to restrict the supply of free on-street spaces and encourage the use of off-street lots and garages. In neighborhoods where resident permit parking is not desirable, on-street parking restrictions that begin at 10:00 a.m. could be used to eliminate most all-day (9:00 a.m. to 5:00 p.m.) parkers and encourage them to park in a garage. The DMO could help the City monitor compliance with this policy.

DMO 2.5: Reduce Downtown Parking Demand through Transportation Demand Management.

The DMO, working with the City, should provide incentives for people not to drive to work.

Concord's 2010 Master Plan calls for new development to reduce the demand for parking. Creating incentives for people not to drive alone to work and providing them with specific information about alternatives can have an effect on behavior. Having large employers, coordinated through the DMO, organize carpools and vanpools can help reduce single-occupant car trips into the City. Giving carpools and vanpools choice parking spots in municipal garages along with discounts for off-street parking are powerful incentives that the City and the DMO can mutually promote. The City and the DMO should encourage the use of transit through promotion and marketing and should provide bus maps, fare information, and schedules as part of this promotion effort. Frequent transit connections to park-and-ride lots, such as the 400-car lot planned for Clinton Street should be developed to promote parking on the periphery of the downtown.

The City and the DMO should also encourage bicycling to work by providing bicycle racks and literature to companies that establish bike-to-work programs

for their employees. City employees who walk or bicycle to work could be given cash back for leaving their cars at home. Bicycle racks should be provided in all garages and parking lots.

DMO 2.6: Develop Low-Cost, Easy-to-Implement Mechanisms to Add to the Overall Parking Supply in the Short-Run.

Parking management measures, implemented by the member businesses and property owners within the DMO district within private parking lots, and by the City within public lots and streets, should be used to maximize and increase the existing supply of parking. The sizes of cars have diminished in size and many on-street parking spaces are still striped to accommodate larger luxury-type cars and station wagons. Increasing the number of spaces by re-striping (on-street parallel spaces should be no more than 20 feet long) would accommodate more cars.

Directing people to available parking that is not immediately visible "expands" the supply and projects an image of a downtown with plentiful parking. According to the VHB "Downtown Parking Study" (1994), several parking areas in the downtown are not heavily utilized. Signage was improved to direct downtown visitors from the highway interchanges to lots and public garages. It should be reviewed again through user surveys and trees pruned where necessary. Promotional brochures and fast-food placemats with Concord features and attractions should be used to highlight parking areas.

Arranging for "shared parking," that is, utilizing parking spaces that become available after the peak periods for off-peak events, would help meet the parking demands of the Capitol Center for the Arts and other evening and weekend uses. The Legislative Garage on Storrs Street, intensively used for less than six months of the year, could be promoted and used when the Legislature is not in session and in the evenings.

3.0 DMO Duties and Powers: Trash and Refuse Collection Management

Currently, trash and refuse is collected in the downtown under the coordination of a Solid Waste District. These duties would continue under the DMO structure but would be better coordinated with the other ongoing downtown improvement projects and programs. This will become increasingly important as the service streets and alleys, such as Low Avenue, where trash is now stored and collected, are gradually converted to more active and attractive pedestrian ways.

DMO 3.1: Establish more centralized or "ganged" trash storage sites at the rear of stores for dumpsters and provide enclosing structures to visually screen them from view.

DMO 3.2: Coordinate the hours and centralized locations for trash pick-ups so as to minimize conflicts with pedestrians using the alleyway system. Assure that trash pick-up schedules are sufficiently frequent so as to not let stored trash overflow and remain uncollected for unreasonable lengths of time.

4.0 DMO Duties and Powers: Promote the Patronage of Downtown Businesses

The Downtown Management Organization can take a variety of actions to promote patronage for the businesses of downtown Concord as a unique specialty shopping district.

DMO 4.1: Promote, Market and Advertise Downtown Businesses

The DMO should advertise, in newspaper and media outlets, the uniqueness in the region of Concord's downtown specialty retailers and restaurants collectively.

DMO 4.2: Coordinate Business Hours

Work with downtown merchants to coordinate business hours, particularly at nights and on weekends, so that visitors to the downtown do not arrive or leave with the impression that little is happening in the downtown.

DMO 4.3: Continue and Expand Periodic "Street Festival" Events to Draw Visitors Into the Downtown

Building on Concord's previous successes, promote and help organize events such as "Midnight Merriment" and work with all merchants to remain open during these special events so as to increase the success and appeal of these events.

5.0 DMO Duties and Powers: Help Beautify the Downtown

One of the strongest features that attracts visitors and shoppers to the downtown is the architectural attractiveness of the "Red City." Continuous attention must be directed to keeping the downtown attractive.

DMO 5.1: Encourage Facade Improvements that Are in Keeping With the Historic Character of the "Red City": Provide Assistance in Providing Professional Design Services and Low-Cost Loans for Building Improvements

Working with building owners, encourage facade and signage improvements that are in keeping with the existing character of Main Street in the downtown core. Provide help in identifying design assistance if the building owner is in need of such assistance. The DMO may also work with local banks to provide low-interest loans to building owners wanting to make facade or signage improvements in keeping with certain design standards established together by the City, Historic Preservation organizations, and the DMO.

DMO 5.2: Continue to Expand a Program to Provide Flower Boxes or other Such Attractive Amenities throughout the Downtown

Working with property owners and downtown merchants, provide a flower boxes planting program consistently throughout the downtown.

DMO 5.3: Provide Maintenance Services for the Upkeep of Amenities. Encourage All Merchants to Participate Voluntarily In this Effort

The DMO will encourage all merchants and property owners to contribute to the maintenance of the streetscape and alleyways adjacent to respective property. Additionally, as a supplement to the City's maintenance efforts, the DMO will arrange for ongoing maintenance of the public realm, including: the watering of street trees, the cleaning of sidewalks, the replacement of lamps and repair of street lights, and the removal of strewn trash from sidewalks and alleyways.

VI. Potential Funding Sources and Mechanisms (FSM)

A variety of funding sources and mechanisms – federal, state, and municipal – may exist for the City to seek financial resources from to pursue its Downtown Development Plan.

1.0 Funding Sources and Mechanisms: Federal

A variety of timely and relevant federal funding sources may be available for Concord to undertake its various downtown initiatives:

FSM 1.1: American Heritage Rivers Protection Act

The federal government recently announced a coordinated interagency funding program, currently coordinated by the President's Council on Environmental Quality (CEQ) to promulgate rules and regulations to designate 10 river corridors nationally as the recipients of targeted federal programs. This program does not represent new federal monies. Instead, federal monies from a variety of existing programs – such as the EPA's Brownfield's program and DOT's ISTEAs Program – would be all targeted into the 10 selected river corridors.

Though formal applications have not yet been solicited, a number of cities around the country have already submitted informal applications or letters of interest and preliminary regional forums have been held. Concord has an excellent chance, given its historic heritage and political importance as the first primary state in the upcoming presidential elections, of being selected. Therefore, Concord should be working closely with its congressional delegation to submit an informal application as soon as possible to show its enthusiasm and initiative. This Downtown Concord Plan can serve as an important support document to outline the overall vision and specific initiative the City would undertake with these targeted federal funds.

FSM 1.2: EPA's "Brownfield's" Grant Program

The City has already captured a federal Brownfield's Grant to inventory and document potential contamination issues and sites within the Opportunity Corridor that may prove to constrain redevelopment of this Corridor. The findings of the Study sponsored by this grant should be coordinated with, inform and be informed by this Downtown Plan.

FSM 1.3: US DOT's ISTEAs Transportation Funding Program

The federal ISTEAs legislation, and currently administration-sponsored ISTEAs renewal legislation (NEXTEAs), can support a variety of capital improvements, through its Enhancement Program, that relate both directly and indirectly to

transportation facility improvements. A number of the initiatives in this Downtown Plan could be eligible for ISTEA funding. The City should therefore prepare ISTEA grant applications to fund these initiatives. Examples of possible initiatives that may be eligible for ISTEA funding include: bike trails and walking trails, pedestrian underpasses beneath I-93, riverfront open space improvements related to the reconstruction and/or realignment of I-93 (including possibly, the construction of a water basin linked to the River underneath the I-93 ROW), and the Storrs Street reconstruction project.

2.0 Funding Sources and Mechanisms: State (or, State Authorized)

FSM 2.1: Municipal Economic Development and Revitalization Districts (See discussion in Section FSM 3.1 below.)

3.0 Funding Sources and Mechanisms: Local

FSM 3.1: General Obligation Bonds

The City can make capital facilities improvements by issuing long-term general obligation bonds. Any debt that is issued must remain within the limits of the City's overall bonding cap.

FSM 3.2: Municipal Economic Development and Revitalization Districts (including TIFs)

State of NH legislation (Chapter 162-K) allows and enables municipalities, as a local option, to adopt this legislation to establish Revitalization Districts. These Districts require an accompanying Tax Increment Financing (TIF) plan, the revenues from which can retire municipally-issued 30 year general obligation bonds and notes. Bonds shall not be included when computing the municipality's net debt. Capital improvements, streetscape improvements, land acquisitions, public facilities (including parking garages), and open spaces are all eligible projects within these districts.

The City of Concord may wish to establish two new Revitalization Districts: 1) "Storrs Street Improvement Corridor Revitalization District" to help finance Storrs Street improvements, parking lots and decks, Low Avenue pedestrian way improvements, and the construction of a new major public open space ("Riverfront Square") adjacent to Storrs Street on the Capital Shopping Center site; and 2) the "Arts, Culture and Entertainment Revitalization District" centered along Main Street from Chandler Street on the south to Phenix Street on the north. The boundaries of these two districts may overlap. Therefore, each District will need to be clearly defined.

FSM 3.3: Parking Meter Fund

The City maintains a Parking Meter Fund. It is supported by revenues from parking meter collections, parking fines, and from the leasing of parking spaces in the City's garages and lots on a monthly basis. Expenditures are for Police Department support, maintenance support and administrative overhead. Capital expenses such as garage maintenance and minor capital improvements are also funded from this source. The fund is used to assist in retiring the debt service on existing municipal garages, such as the Durgin and Firehouse Block. Additionally, these parking facilities are accounted for in the City's bonded debt accounts and are partially paid with tax-increment revenues. Currently, balances in the fund could not support major new capital improvements in the city's parking supply.