



# Depot Intersection Redevelopment Concept Plan

**Adopted by the Planning Board - February 8th, 2011**

*This document represents the plan for the Depot Intersection project. The plan and additional information is available online at [salemnprojects.org](http://salemnprojects.org), in the Community Development pages, under Depot Intersection Planning Project. Included in this January version are the intersection plans and zoning ordinance proposal.*

# Depot Intersection Redevelopment Plan

## Depot Intersection Committee and Planning Board Members

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## ***Introduction Study Purpose***

The purpose of the Depot Intersection project is to establish a community vision and economic revitalization plan for the Depot area, which will provide the framework for coordinated land use changes and traffic improvements. While studies exist and geometric plans have been developed, issues have changed over the past 12 years since the date of the original plans. The possible changes at Rockingham Park, the development north of the intersection along Route 28, the future work at Exit 2, the addition of a Park and Ride, I-93 widening, the Salem to Concord Bikeway Plan, contribute to opportunities in the area. Figure 1 on the next page provides context for the intersection, surrounding land uses, and highway access. The intersection located in the epicenter of infrastructure improvements and growth potential is clearly poised for redevelopment. As a result of the changes over the past decade, we have focused on a redevelopment planning approach beginning with the property owners and the creation of development areas framed by new circulation routes that create frontage and redevelopment opportunities. Rather than plan from the centerline out to the properties we planned with property redevelopment as an objective and developed circulation opportunities as a result of looking for redevelopment solutions.

One of the key elements of this current effort is to ensure that all stakeholders, particularly property owners in the immediate vicinity of the intersection, have an opportunity to be part of the development of the plan.

The study included an initial evaluation of existing transportation and land use conditions, a compilation of previous plans and work efforts and perhaps most importantly, group and individual meetings with property owners in an effort to identify issues and opportunities early in the process. This initial phase served to establish the problem statement.

Having identified the problem, the next phase consisted of developing a future land use vision for the Depot area, which included the development and evaluation of various alternatives. The Study Team has worked closely with property owners and a Study Advisory Com-

## **Mission**

***The Purpose of the Project is to Establish a Community Vision and Economic Revitalization Plan for the Depot Area, which provides the framework for coordinated land use changes and traffic improvements .***

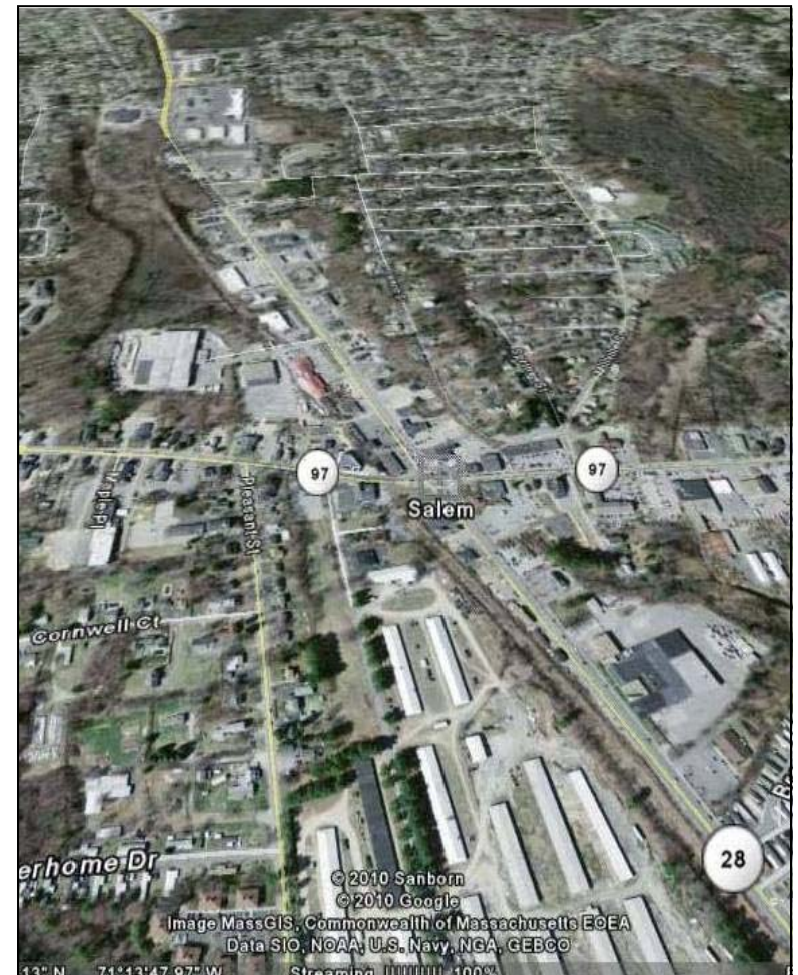




Figure 1— Depot Intersection Context

mittee in the development of the vision and the evaluation of potential solutions. While on a parallel track worked closely with the Planning Department in consideration of potential zoning ordinance changes that would promote a new village center type development pattern. Lastly, a recommended circulation and land use plan was developed, which will hopefully serve as a “blueprint” for future improvements to the intersection as well as encourage economic revitalization of properties in the immediate vicinity of the Depot intersection.

During the initial process with abutters in group and individual meetings we developed a set of guiding principles that set the foundation for the project development. These principals are as follows:

### ***Depot Intersection Guiding Principals***

- The past is history and the future is open to ideas.
- This project is about finding economic opportunities and creating a traffic plan within those opportunities.
- This is a partnership between the property owners, businesses, residents, and government to form an economic and traffic plan for the Depot that is not a top down, bureaucrat led planning exercise.
- We should view the Depot as a redevelopment opportunity and create better zoning for the area and improve traffic flow within a framework of enhanced economic opportunity.
- The traffic solutions should treat the Depot as a larger area and create opportunities for alternate traffic routing, which will create better development opportunities with new routes and frontage.
- The project should be developed in phases so that we can begin accomplishing early results.
- Create options through zoning that facilitate property owner partnerships while maintaining current opportunities.



**Example of a Preferred Streetscape**



**2009 Air Photo of the North West Quadrant Looking West**

## Anticipated Outcomes

Within these principals there are anticipated outcomes. These outcomes derived from meetings and dialogue with abutters and generated more specific directions for the plan to accomplish the above principles.

Anticipated outcomes require the plan .....

- Process traffic without losing visibility and access for business. *This is a redevelopment project not solely a major highway project.*
- Establish alternate routes around the Depot Intersection to facilitate better access for development while mitigating impacts.
- Accept the premise: “New circulation creates frontage, frontage creates opportunity”.
- Create master site planning opportunities to facilitate coordinated development projects.
- Facilitate expedited reviews within a master site plan approach.
- Form a destination for Salem. The solution needs to create a better town center and establish new blocks.
- Create mixed land uses, and develop space for a variety of uses; retail, office, residential.
- Enhance pedestrian opportunities, facilitate people getting out of their cars and walk around to stores.
- Set coordinated design standards for streets, buildings, and appurtenances.
- Coordinate centralized parking behind buildings - reducing the spread of individual parking lots.
- Establish a financing plan that equally distributes the infrastructure obligation. The burden should not be solely on the Town, the first development, or the greatest impact development.
- Facilitate developer created infrastructure within the context of a plan, completing the circulation plan first.



Example of a Preferred Streetscape



2009 Air Photo of the North West Quadrant Looking East

## Problem Statement

There has been a long history surrounding the need and desire to address the traffic operational deficiencies at the intersection of Route 28 and Route 97 (known as the Depot). The Town of Salem and the New Hampshire Department of Transportation (NHDOT) have over the years developed various plans to upgrade the intersection. The prior plans ( Figure 2) focused on planning from the centerline outward to the properties, creating greater capacity on the main routes. However, due mostly to the impact that the proposed roadway modifications would have had on abutting properties and the lack of redevelopment outcomes none of these plans has been implemented.

The results of a traffic operational analysis revealed that the Depot intersection currently operates at Level of Service “F” (LOS) (failure condition) with long delays during the peak hours of the day. For those motorists who travel through the Depot intersection, this finding is hardly surprising. The intersection has operated at a failure condition with long delay for years. The primary reason for this condition is the absence of exclusive left-turn lanes and an exclusive left-turn signal phase on Route 28 at the signalized intersection. Left-turning motorists waiting to cross the opposing traffic stream often block through traffic, which exacerbates the congestion and creates long vehicle queues. The charts on the next page are indicative of the extended peak conditions at the Depot intersection lasting throughout the day and into the early evening. The existing peak hour intersection traffic volumes are depicted in Figure 3 and 4 on the next page.

Although the lane use at the intersection provides for two through lanes in each direction as Route 28 approaches the intersection, the left-turn problem often limits the effective operation to a single through lane during the peak and near peak hours of the day.

The left lane problem at the intersection is not the only contributor to congestion in the area. Motorists attempting to turn left into any of the numerous uncontrolled business driveways along Route 28 are often blocked by the extended vehicle queuing. This results in a single vehicle blocking one of the through lanes along Route 28, which substantially reduces the carrying

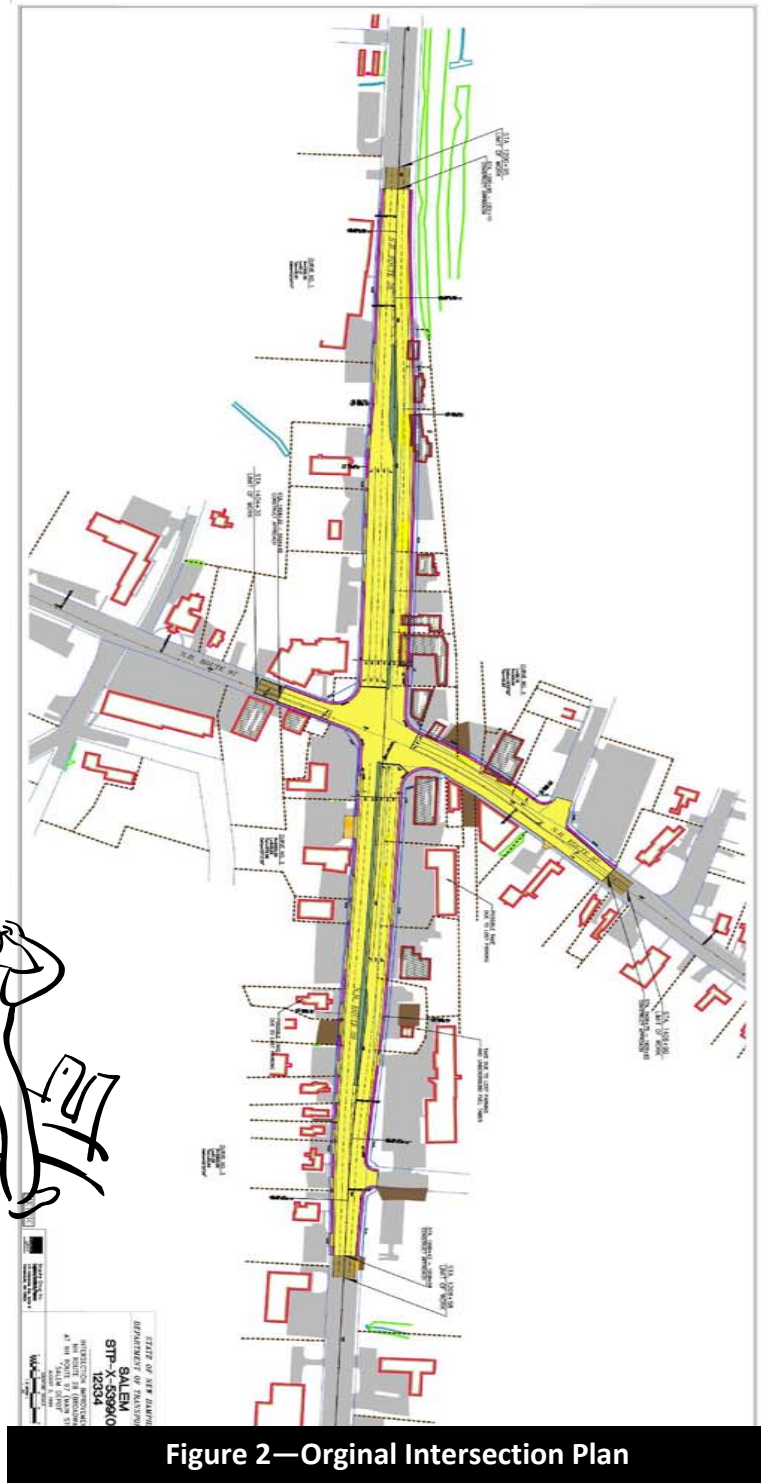
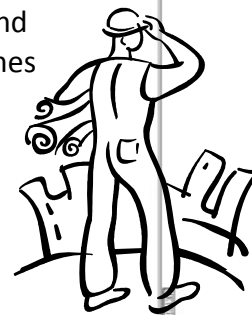
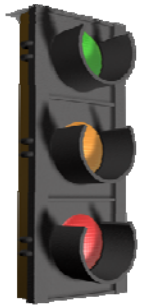


Figure 2—Original Intersection Plan



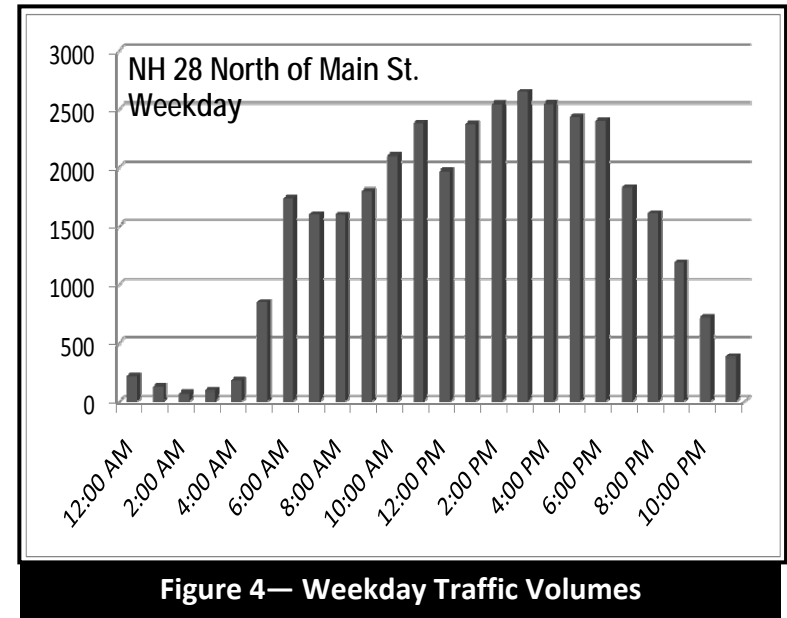
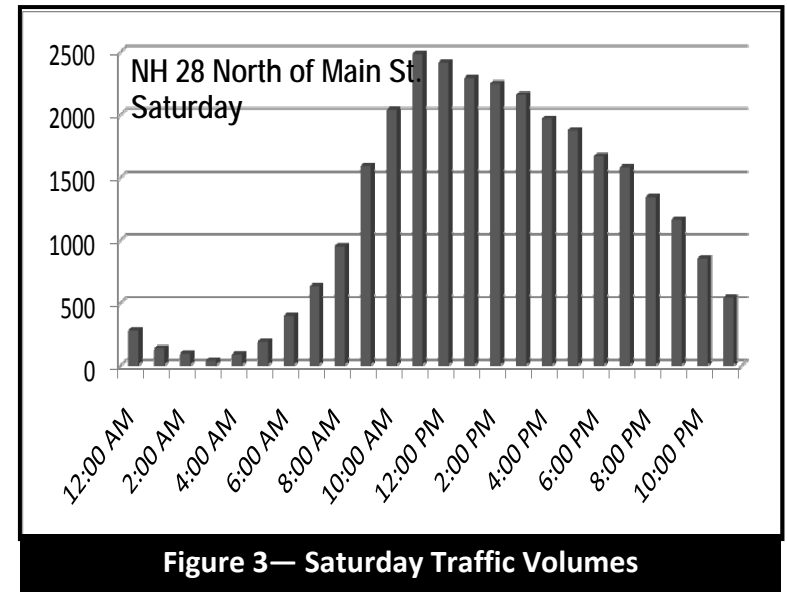
capacity of Route 28 - ultimately exacerbating the congestion problem. The extended queue problem - caused by the lack of left turning lanes - limits driveway access, which in turn adversely impacts the economic viability of businesses in the area. Normally, high traffic counts are a boon for business. However, the congestion and motorist frustration caused by the inefficiencies of the existing condition likely has the opposite effect. Understanding this situation, business owners clearly favor better and coordinated access and traffic flow. However, that desired traffic movement is tempered with the understanding that moving traffic by separating the roadways from the businesses and creating a greater highway environment represents an equally negative position that limits the sense of place as a commercial destination. Essentially the alternatives must balance traffic movement, redevelopment, and access to businesses.

As for existing land use, the area has a mix of several retail and service businesses including DeVito's Fine Dining and Spirits, Dodge Grain, Salem Cooperative Bank, Rite Aid, Ralph Stein Attorney at Law, Daisy Cleaners, Dunkin Donuts, Husson Motors Auto Repair, and VFW Post 8546 located in the immediate vicinity of the intersection. Business expansion is limited by the inability to access driveways at peak periods.

The project area encompasses land zoned within the following zoning districts:

- Residential
- Garden Apartments
- Business Office District 1
- Commercial A
- Commercial/Industrial B

The Residential zoning district is essentially zoned for single-and two-family dwelling units. The minimum lot area is 25,000 square feet for a single-family house and 37,500 square feet for a two-family dwelling or duplex. Cluster development, or Open Space Preservation Design, is allowed on lots in excess of 15 acres, but the overall density is the same as what would be permitted with a conventional subdivision.





The Garden Apartments zoning district allows single and two-family homes, dwellings for more than two families, and professional offices/studios (no more than one per 25 dwelling units on a lot). The minimum lot size is two acres and the height limitation is 35 feet or 2 ½ stories.

The Business Office District 1 allows for business and professional offices, single and two-family homes, mixed-use development (office with no more than two residential units), and municipal buildings. Minimum lot size ranges from 25,000 to 37,500 square feet and the height limitation is 35 feet.

The Commercial A and Commercial/Industrial B districts are both regulated under Article VII of the Zoning Ordinance. The Commercial district allows offices, restaurants, retail stores, banks, personal services shops, and municipal buildings. The Commercial/Industrial B district permits the sale and storage of building materials, furniture, oil and gas, and construction supplies. Automobile sales and services uses including service stations and repair facilities are allowed as well. Printing plants, hospitals, hotels and motels, research and development facilities, manufacturing, distribution, health clubs and recreational uses, and movie theaters are also allowed. No minimum lot size is specified and the height restriction is 35 feet. The current zoning is depicted in Figure 5. In addition to the zoning map, buildings, property lines and wetlands are mapped on Figure 6.

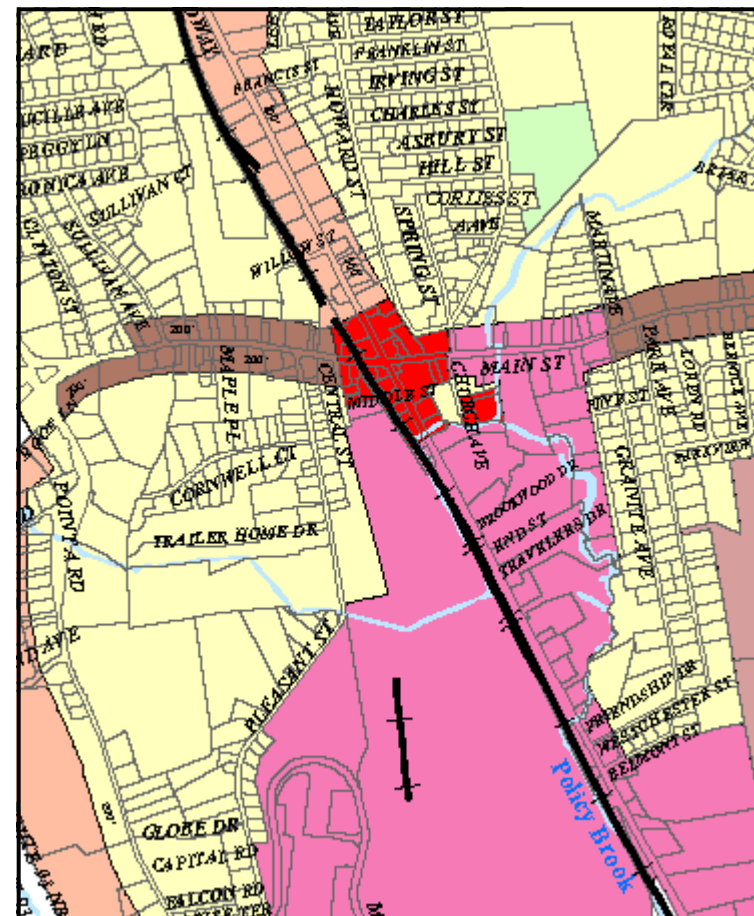


Figure 5 - Zoning Map

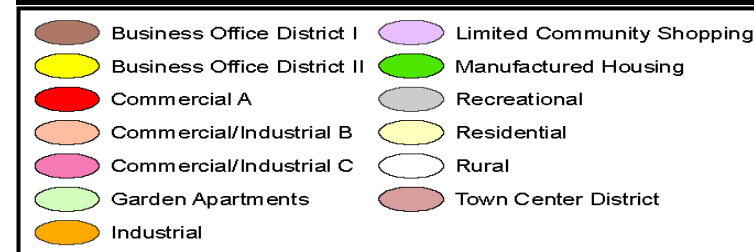


Figure 6 - Buildings, Property Lines, Wetlands

## ***General Recommendations Zoning***

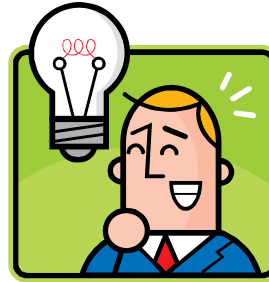
The zoning is a mix of smaller districts lacking the coordination necessary to facilitate the outcomes desired. To properly generate redevelopment opportunities the zoning must create coordinated outcomes. Then the zoning must encourage master planning at the site plan level to set the stage for a phased and orderly approach to redevelopment. The site plan should be conceptually designed to “snap into” the overall plan that creates an enhanced pattern of circulation and access. Within this context the zoning should:

- Encourage a diverse mix of business, commercial, office, residential, institutional and entertainment uses for workers, visitors, and residents.
- Limit and discourage development of highway-oriented strip commercial uses that create traffic hazards and congestion because they require numerous individual curb cuts and generally higher traffic volumes.
- Encourage pedestrian friendly environment and pedestrian-oriented commercial enterprises and consumer services that do not rely on automobile traffic to bring consumers into the area.
- Permit uses that promote conversion of existing buildings in a matter that maintains the visual character and architectural scale of existing development within the district.
- Minimize visual and functional conflicts between residential and nonresidential uses within and abutting the district.
- Allow for more compact development than may be permitted in other zoning districts to reduce the impacts of sprawl.
- Encourage mixed uses within the same structure with first floor retail space.
- Encourage consolidation of curb cuts for vehicular access and promote more efficient and economical parking facilities.
- Promote pedestrian and bicycle circulation and safety.
- Encourage uses that minimize noise and congestion.
- Encourage live/work or work/live space.
- Allow for an appropriate density of land uses to achieve a critical mass of people and activities that is needed to support a vibrant Depot Village.



## Alternatives Evaluation

With the above issues in mind various alternatives were considered in an effort to address the identified operational deficiencies. The purpose of the alternatives was to put everything on the table for the Depot Intersection Committee. The three alternatives ranged from 1) grade separating the Depot intersection by constructing a local bridge where Main Street would pass over Route 28, 2) converting the Depot intersection to a 3-way operation by discontinuing Main Street west of the intersection, and 3) maintaining the 4-way traffic signal controlled operation at the Depot intersection with the addition of the exclusive left-turn lanes. Each of these three primary alternatives would involve the construction of connector roadways on each of the four quadrants of the intersection.



Access to the properties would be enhanced with traffic signal controlled intersections located on Route 28 at Willow Street (north of the Depot) and in the vicinity of the old Coke facility (south of the Depot). Along Route 97, access to the properties and connector roadways would be provided at Pleasant Street (west of the Depot) and at Church Street (east of the Depot). The idea was to incorporate the best of both worlds by allowing through traffic to move freely along the major roadways (Route 28 and Route 97) and providing access to the rear of properties via new side streets.

Based on input from property owners and the Depot Intersection Committee, including input from an abutter survey, it was clear that although each of the alternatives had their benefits and shortcomings, most would prefer to maintain the 4-way traffic signal controlled operation at the Depot intersection with the addition of the exclusive left-turn lanes.

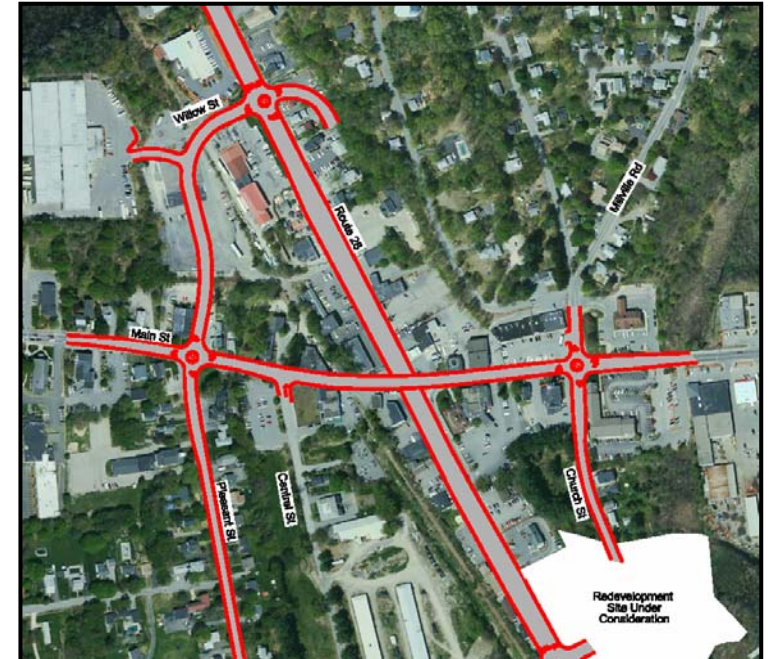


Figure 7 - Overpass Alternative

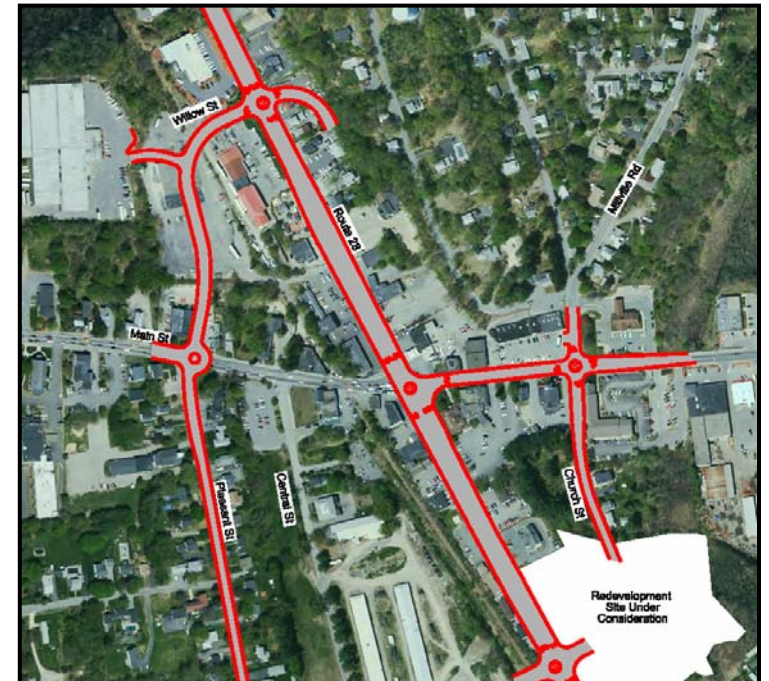


Figure 8 - Three-way Intersection

The results of the property owner's survey showed the **grade-separated option** having little support. In fact, the results showed that the vast majority (75% or more) felt that the grade-separated alternative would **not**:

- Stimulate business,
- Contribute to the establishment of a downtown environment,
- Work well with other new circulation ideas, and
- Create a destination or link to other properties.

The **three-way intersection option** fared slightly better, but again most (50% or more) felt that the three-way intersection alternative would **not**:

- Efficiently move traffic through the area,
- Work well with other new circulation ideas, and
- Work best for the respondent's property or business.

In contrast, the **four-way intersection** fared the best with most (50% or more) agreeing or strongly agreeing that the four-way intersection **would**:

- Efficiently move traffic through the area,
- Improve access to properties for redevelopment,
- Contribute to the establishment of a downtown environment,
- Work well with other new circulation ideas,
- Create a destination or link to other properties, and
- Lead to the best redevelopment outcome.

The issue of access to businesses remained the focus and the importance of good connectivity among the properties on all four quadrants of the intersection became an outcome of the quadrant roadway system. Therefore, the basic 4-way roadway configuration of adding exclusive left-turn lanes at the Depot intersection, providing additional traffic signal controlled intersections north, south, east, and west of the Depot, and providing good parcel connectivity was advanced to the Land Use Visioning process.

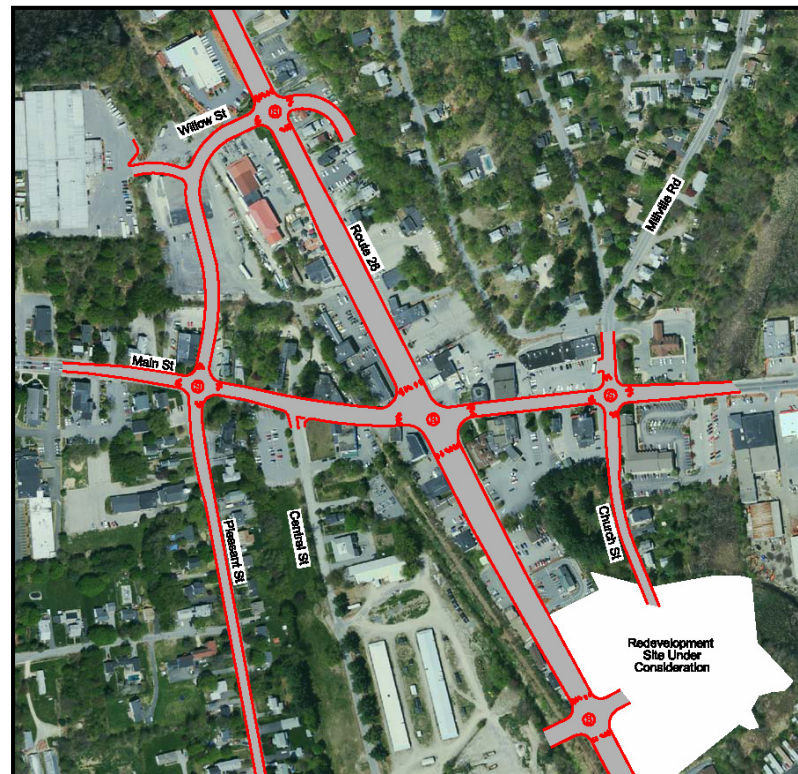


Figure 9 - Four Way Intersection with Loop Roads



Example of a Preferred Streetscape

## Land Use Visioning

We have a good idea of a circulation template, now what land use should we encourage in the space within the quadrants, how are the quadrants different, how will they relate, how can we move from the big box environment to a mixed use destination approach? Based on input received by property owners at a series of meetings, VHB worked with the Depot Intersection Committee in the development of a vision for the future redevelopment of land at the Depot. We employed a matrix which rated the relative support for various land uses in each of the quadrants. The actual matrix worksheet is shown to the right (Figure 10). This vision provided for mixed-use (retail, office, and residential) within a village-like setting with shared parking to the rear and building fronts moved forward towards the street. Shared access would be provided through internal connector roadways or connected parking lots. These internal connector roadways would also serve to provide new building frontage.

Based on the future vision developed by the Depot Intersection Committee, VHB developed a conceptual layout of a potential redevelopment scenario for the four quadrants of the intersection. This concept plan, depicted in Figure 14, establishes the potential buildout given the new access roadways. It is important to note that a conceptual plan was developed solely for the purpose of estimating the volume of traffic that might be generated by a potential future vision. Property owners should not feel locked into this particular concept. The square foot build-out potential of the depicted land use concept is summarized in Figure 11.

Figure 11 - Land Use Summary	
Land Use	Size
Office	262,000 sf
Commercial/Retail	248,000 sf
Residential	130 units
Hotel	120 rooms

Many planning documents create the land use outline, depict the preferred streetscape and establish zoning. However the birth of this project is a traffic problem which has led to redevelopment stagnation. The proposed solution must be tested for its ability to resolve the traffic problem before a more specific plan can move forward. Having established the desired land use mix and resulting build-out potential, the next step was to estimate the number of new vehicle trips

Land Use	Depot Quadrants			
	NW	SW	NE	SE
Professional Office Space up to 15,000 sf	●	●	●	●
Office over 15,000 sf	●	●	●	●
Personal Services up to 15,000 sf	●	●	●	●
Personal service over 15,000 sf	●	●	●	●
Restaurant	●	●	●	●
Restaurant drive through	●	●	●	●
Gas Station	●	●	●	●
Retail up to 15,000 sf	●	●	●	●
Retail over 15,000 sf	●	●	●	●
Big Box Retail	●	●	●	●
Multi-family up to 8 units/acre (in mixed use only)	●	●	●	●
Large Residential (not mixed)	●	●	●	●
<b>Density</b>				
Height up to 4 stories	●	●	●	●
Height less than 4 stories	●	●	●	●
<b>Scale Massing</b>				
Larger Scale developments greater square feet per use				
Moderate mix of use and Scale				
Higher mixed use per building less square feet per use				
<b>Amenities Coordination</b>				
Shared Parking garage	●	●	●	●
Shared Parking Lot	●	●	●	●
Parking per use	●	●	●	●
Public parks	●	●	●	●
Bike Ped Connections and amenities	●	●	●	●
<b>Legend</b>				
Appropriate	●			
May Be Appropriate	●			
Not Appropriate	●			

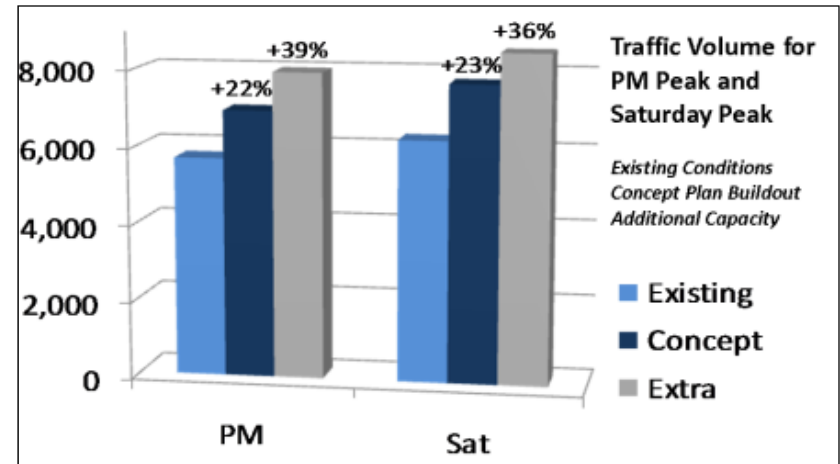
Figure 10 - Land Use Preference Matrix

Figure 12– Buildout New Volumes	
Peak Hour	New Vehicle Trips
Weekday PM	1,300
Saturday Middyay	1,450

that could be generated by the redevelopment of the properties in the immediate vicinity of the Depot intersection. As shown in Figure 12, the proposed build-out is expected to generate approximately 1,300 vehicle-trips during the weekday evening peak hour and approximately 1,450 vehicle trips during the Saturday midday peak hour. The additional traffic generated by the redevelopment program reflects an increase in travel demand of approximately 23 percent more than the volume that is currently being processed at the intersection. The creation of connector roadways is wholly dependent on the cooperation of private property owners. As a result the determination of redevelopment scenario leads to the viability of connector roadways as a redevelopment opportunity, which in turn can determine their viability as a new circulation route to mitigate additional traffic. The results of an operational analysis show that with the exclusive left-turn lanes at the Depot, the new access points north, south, east and west of the intersection, and the well-connected redeveloped land use - not only can this increase in traffic be accommodated, but the modifications could be expected to process as much as 36 percent more traffic than is currently processed at the intersection Figure 13. Therefore the concept plan as proposed with the buildout outlined in Figure 11 will generate an additional 23% traffic. This traffic can be managed effectively as the concept plan delivers capacity for an additional 13% growth beyond the buildout.

### The Recommended Plan

What is the approach that blends a phased redevelopment, with traffic movement, with the ability to create growth, while sustaining a destination environment, all while creating opportunities through private development ? The approach is a combination of through traffic solutions and independent yet coordinated quadrants with access. The unique aspect of this approach is the ability to create opportunity by providing the template for private development that in turn provides access and better circulation.



Land Use	Existing	Concept Plan	Extra Growth
Weekday PM	5,700	6,950	7,950
Saturday Mid-Day	6,275	7,727	8,527

Figure 13– Traffic Volumes with Concept Plan



Example of a Preferred Streetscape

The recommended plan (Figure 14 Concept) calls for the widening of Route 28 to provide the needed exclusive left-turn lane at the Depot intersection. Route 28, at the intersection, would consist of two through lanes and an exclusive left-turn lane in each direction. The necessary widening would occur on the west side of the Route 28. The number of lanes on Main Street (a single through lane plus turn lanes) would be the same as under existing conditions.

In addition to providing the needed exclusive left-turn lanes along Route 28 at the Depot intersection, the key to the proposed plan is that additional signalized intersections would be provided north and south of the Depot intersection on Route 28 and east and west of the Depot intersection on Main Street.

The two additional signalized intersections on Route 28 (Willow Street to the north and at the former Coke plant to the south) would also require a five-lane cross section (two through lanes and an exclusive left-turn lane per direction) along Route 28. To the east, a traffic signal would be installed at the Millville Street/ Church Avenue intersection.



**Figure 14 – Concept Plan with Buildout Depicting Possible Growth**

Note that the two streets would be realigned so that they intersect directly opposite each other. The existing signalized Main Street/Pleasant Street intersection would serve as the primary access point to the west. Again, lane use along Main Street would be limited to a three-lane cross section (a single through lane and an exclusive left-turn lane per direction).

What makes the plan operate much more efficiently than the existing configuration is that the plan calls for any future redevelopment within the four quadrants of the intersection to provide good connectivity. In other words, whether they are formal connector roadways or simply interconnected parcels, all parcels of land within the four quadrants would have access to at least one of the signalized intersections. As a result, all left-turn movements would be safely and efficiently accommodated at one of the signalized intersections. In addition the number of curb cuts on routes 28 and 97 would be minimized to reduce conflicts.

In addition to the physical layout of this future vision for the Depot area, the study team worked closely with the Planning Department to identify model zoning provisions adopted for comparable areas in New Hampshire and elsewhere throughout the county. Using those planning principles as a guide, VHB prepared several drafts of a new overlay zoning district that would rezone the study area.

The proposed draft zoning code revised the list of allowed and prohibited uses within the district, established new dimensional regulations, and created site and design criteria for new projects. Additionally, regulations were proposed for parking area design, curb cut location, and bicycle and pedestrian access. Incentives, in the form of a density bonus, was considered if affordable housing is incorporated into a new development within the overlay district.

A draft of the new overlay district was circulated to the Planning Board in November 2009 and was presented to the Board at its November 10, 2009 meeting. Comments from the Board, the Planning Director, and stakeholders were incorporated into a revised draft that the Board considered at its December 15, 2009 meeting. At that meeting, the Planning Board decided to table further consideration of any zoning amendments for Salem Depot until the Plan was completed and the proposed district boundaries could be agreed upon.



Figure 15 – 3D Model of Depot Intersection

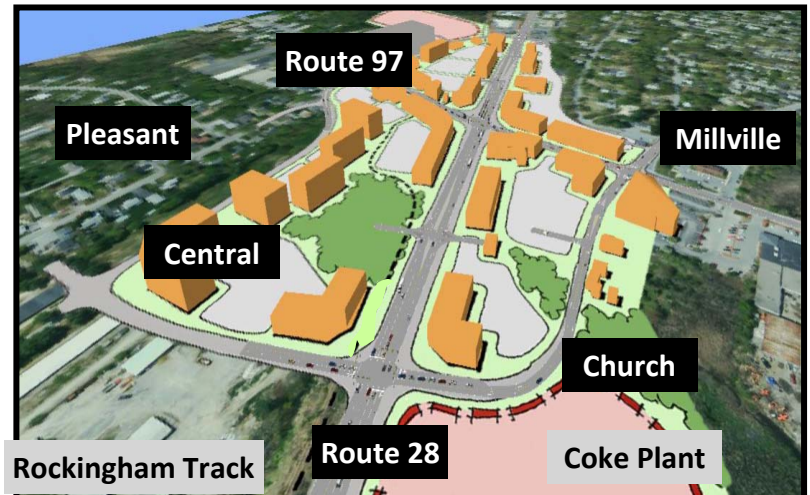


Figure 16 – 3D Model of Route 28 Looking North



Figure 17 – 3D Model of Route 28 Looking South



## Next Steps

There are three key steps that need to occur simultaneously to push the project forward within the next year. The typical plan has an outline of a plethora of steps to guide every conceivable decision. That planning effort makes sense when the majority of jurisdiction and decisions are in the hands of the public sector. The steps in this plan creates the role of the public sector as facilitator for private sector investments. In this role there is a reliance on the private sector to fulfill components of the plan. Further there is a need for the public sector to create opportunities that would not normally be considered as obligations of the private sector. Many of the detailed decisions for action will occur within the body of the zoning ordinance, or the establishment of the left turning lanes, and the creation of a financing approach. This document is a starting point for implementation. These steps are crucial to set the stage for private investments and maintain the ability to accept new growth. These three key points are:

- **Left Turning Lanes:** The development of the left turning lanes is a crucial component of this plan. That step will relieve a considerable amount of congestion and create opportunities for redevelopment. The Town should petition the State NHDOT to request funds for design and move toward construction.
- **Zoning:** As important and keeping with the balance of traffic improvements and land use, the zoning needs to progress to create the regulatory template for redevelopment. The Town should implement a zoning proposal in 2011.
- **Cost Allocation:** The project requires a cost allocation plan that determines the available funding from State and Federal, Private, and innovative sources such as tax increment financing. The Town should develop a financing plan based on an overall project costs.

This plan is a template for opportunities that can lead to a successful redevelopment of the Depot Intersection while addressing traffic concerns. The plan relies heavily on the private sector to make use of these opportunities in a coordinated fashion. Because of the reliance on the private sector the schedule for implementation is dependent on investment opportunities and not solely on the scheduling of public funds. This type of partnership approach creates fluctuating options and a consistent need to work toward seeking opportunities rather than assume that the plan and regulations will by themselves create opportunities. The template is available via this plan, the guidance will be available via the zoning, now the implementation will be a series of creating more detailed strategic documents, facilitating public improvements, and negotiating opportunities to fulfill the plan.



## **Appendix A : Intersection Layout Plans**

# Appendix A –1: Intersection Layout Plans—Concept Plan





*Vanasse Hangen Brustlin, Inc*

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Bedford, New Hampshire 03110-6532  
Telephone 603644-0888  
Fax 603 644-2385  
www.vhb.coin

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To: Mr. Ross Moldoff  
Planning Director  
Town of Salem  
33 Geremonty Drive  
Salem, NH 03079

Date: January 4, 2011

Project No.: 51915

From: Martin F. Kennedy, P.E.

Re: Depot Intersection Economic  
Revitalization Plan

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As a follow-up to preparing the Depot Intersection Economic Revitalization Plan, and in advance of proceeding to prepare preliminary and final design plans for the Depot intersection, VHB has prepared a conceptual roadway design plan that depicts the exclusive left-turn lane along Route 28 at the Depot intersection as well as the location and general layout of the proposed signalized intersections located north and south of the Depot on Route 28 and east and west of the Depot on Main Street. This is the same proposed lane use and intersection configuration that was presented to the Planning Board earlier in 2010.

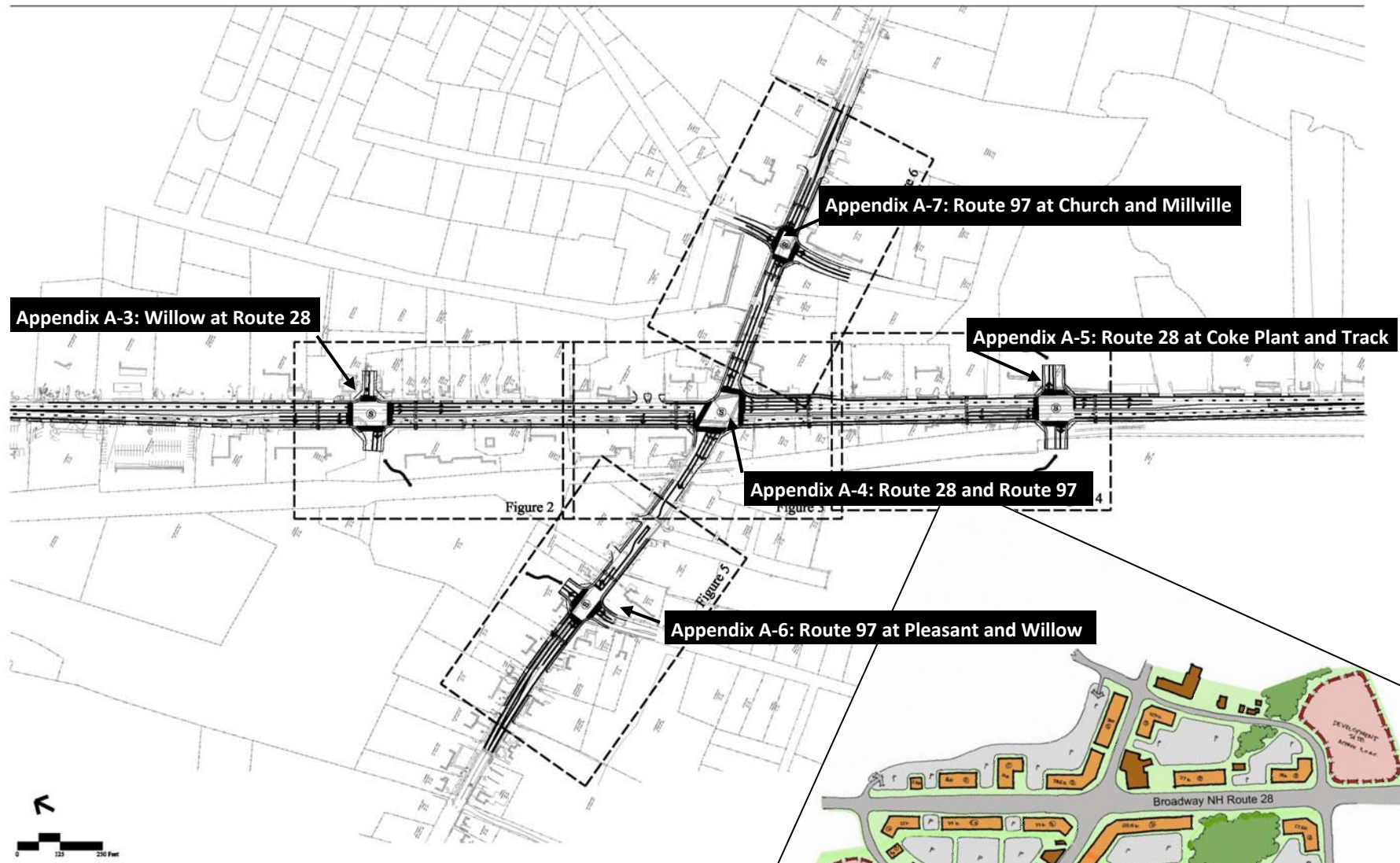
The plan calls for the widening of Route 28 to provide the needed exclusive left-turn lane at the Depot intersection. Lane use along Route 28 at the intersection would consist of two through lanes and an exclusive left-turn lane in each direction separated by a raised center median. The existing northbound right-turn lane has been maintained. Note that the raised median would not need to be constructed until the new signalized intersections and connections are in place. Nearly all of the widening needed along Route 28 is shown on the west side of the roadway. Lane use along Main Street is limited to a 3-lane section consisting on a single through lane in each direction plus an exclusive left-turn lane at the signalized intersections.

In addition to providing the needed exclusive left-turn lanes along Route 28 at the Depot intersection, a key element of the plan are the signalized intersections that are provided along Route 28 and along Main Street. These intersections, which in combination with connector roadways that would be developed over time with any redevelopment plans within the four quadrants, would provide for the safe and efficient accommodation of left-turn movements at signalized intersections.

The two additional signalized intersections on Route 28 (Willow Street to the north and at the former Coke plant to the south) would also require a 5-lane cross section (two through lanes and an exclusive left-turn lane per direction) along Route 28. To the east along Main Street, the plan calls for the installation of a traffic signal at the Millville Street/Church Avenue intersection. Note that the plan depicts a modest realignment of the two streets to eliminate the existing off-set alignment. The existing signalized Main Street/Pleasant Street intersection serves as the primary access point to the west.

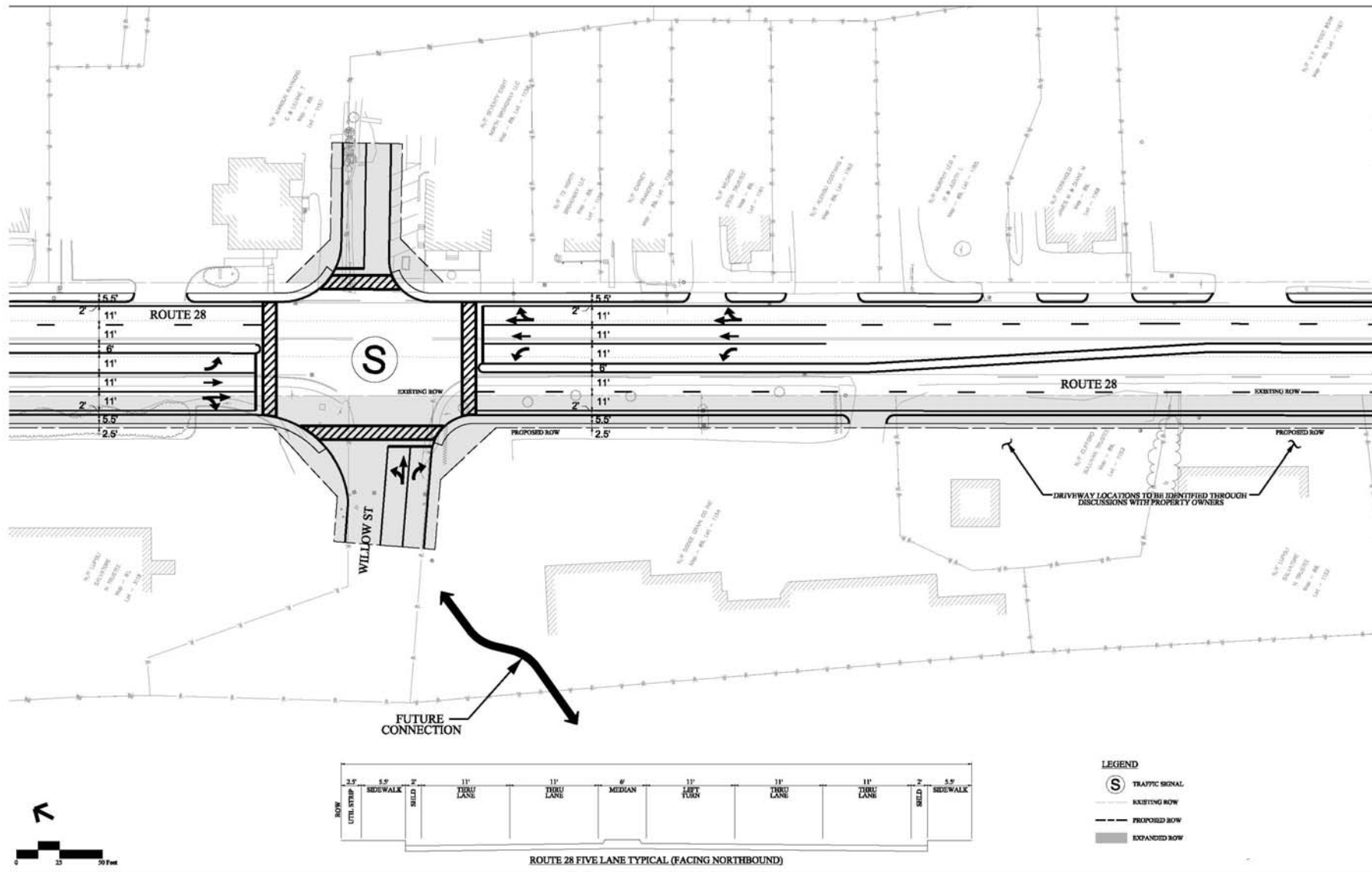
The plan set includes a key sheet plan plus five 50-scale figures. Note that areas that will require additional R.O.W. are shaded. Also, note that these plans are conceptual and subject to change. The purpose of this plan set is to present the proposed modifications at a conceptual level. As the design proceeds to the preliminary level, details such as the location and layout of driveways will be developed further through discussions with property owners.

# Appendix A-2: Intersection Layout Plans—Key Plan



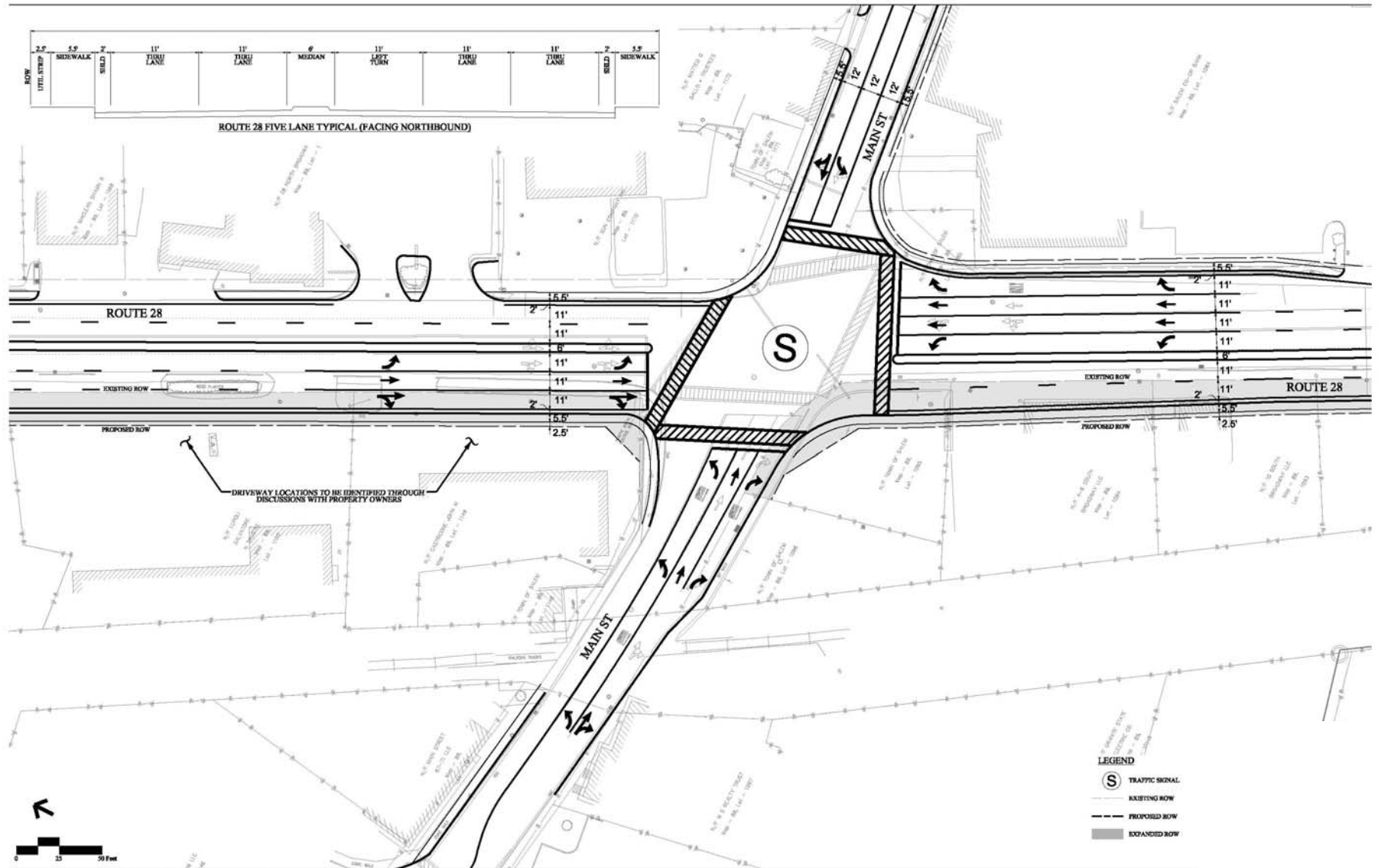
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# Appendix A-3: Intersection Layout Plans - Willow at Route 28

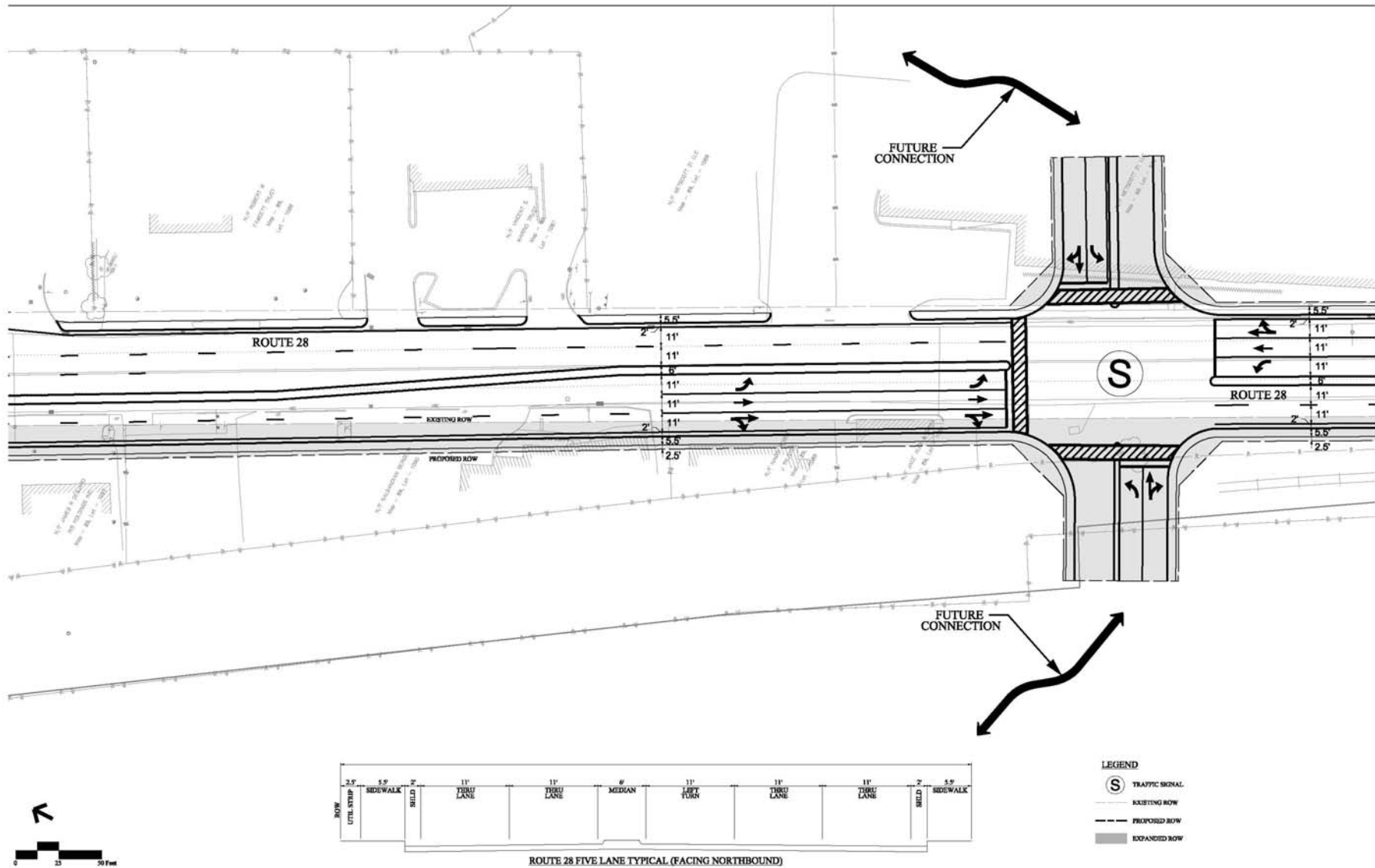


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# Appendix A-4: Intersection Layout Plans - Route 28 and Route 97

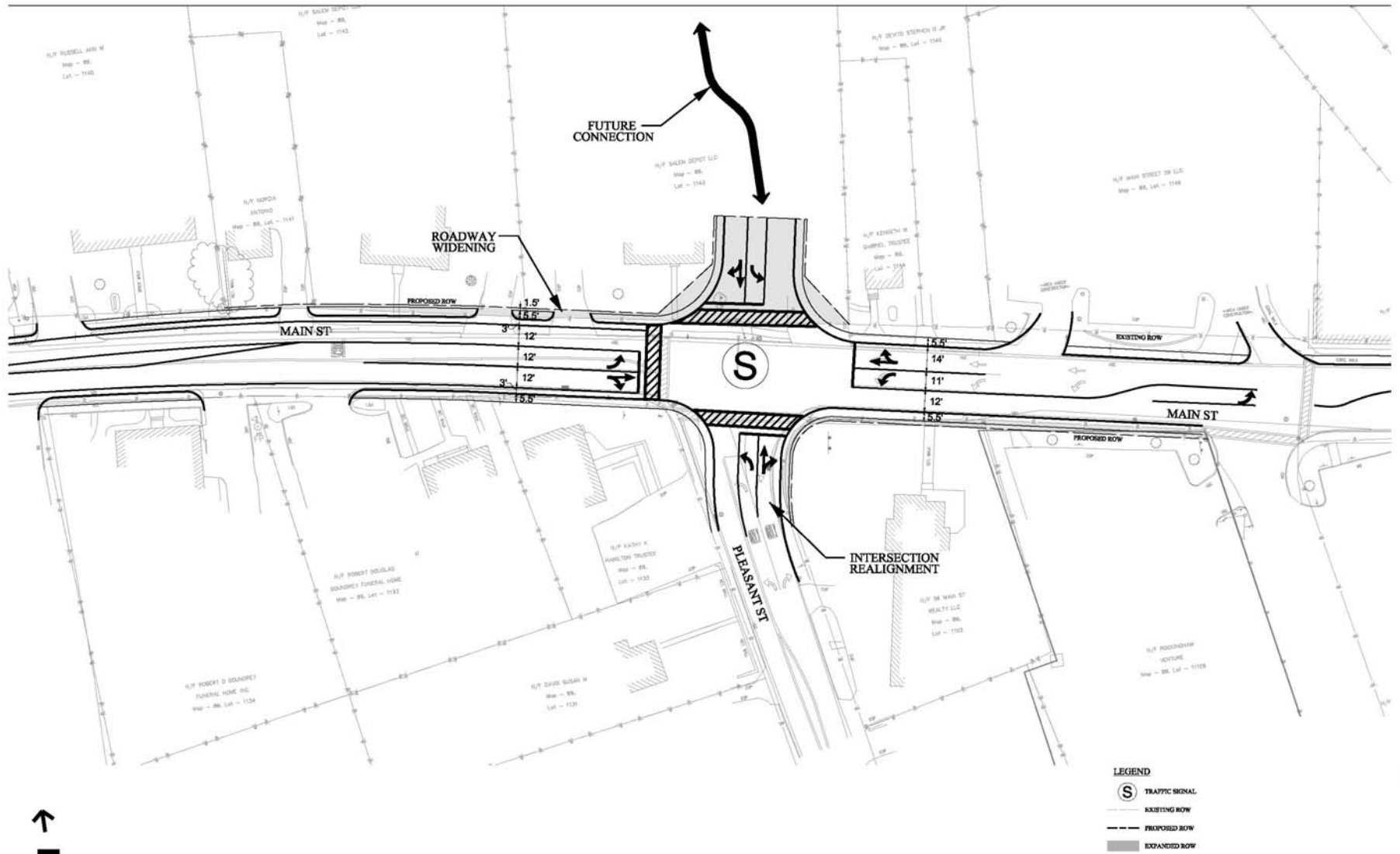


# Appendix A-5: Intersection Layout Plans - Route 28 at Coke Plant and Track



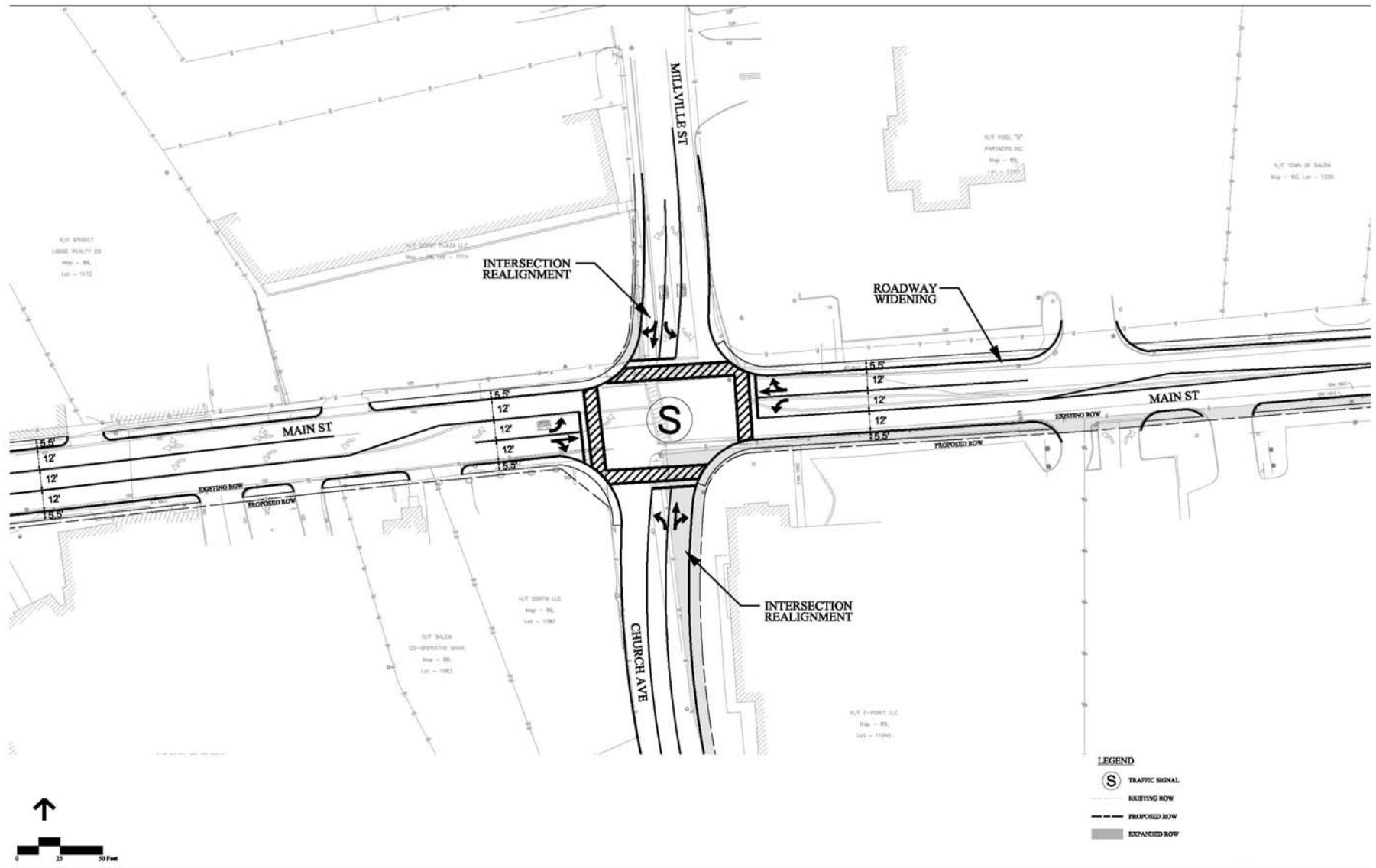


# Appendix A-6: Intersection Layout Plans - Route 97 at Pleasant and Willow



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# Appendix A-7: Intersection Layout Plans - Route 97 at Church and Millville



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## **Appendix B : Proposed Zoning**

## **DEPOT VILLAGE OVERLAY DISTRICT** (1-13-11)

### **1. Purpose of Depot Village Overlay District**

- A. Encourage development in the Depot of a mixed-use environment that is less automobile dependent and more pedestrian-friendly.
- B. Encourage a diverse mix of business, commercial, office, residential, institutional and entertainment uses for workers, visitors, and residents.
- C. Limit and discourage development of highway-oriented strip commercial uses that create traffic hazards and congestion because they require numerous individual curb cuts and generally higher traffic volumes.
- D. Encourage a pedestrian friendly environment and pedestrian-oriented commercial enterprises and consumer services.
- E. Minimize visual and functional conflicts between residential and nonresidential uses within and abutting the district.
- F. Allow for more compact development than may be permitted in other zoning districts to reduce the impacts of sprawl and traffic congestion.
- G. Allow for an appropriate density of land uses to achieve a critical mass of people and activities needed to support vibrant Depot Village developments.

### **2. Applicability and Administration**

- A. The Depot Village Overlay District is hereby established and consists of those areas shown on the Town of Salem Zoning Map on file with the Town Clerk. The District boundaries are as indicated on the Map.  

The Depot Village Overlay District encompasses land located within the following underlying zoning districts: Commercial-Industrial A, B, C, Business-Office I, Industrial, and Residential. The provisions of this Overlay District are superimposed over the underlying existing zoning districts. Applicants are encouraged, but not required, to use the provisions of this Overlay District.
- B. The Planning Board shall be the permit granting authority for the Depot Village Overlay District and is responsible for administering this Article as an Innovative Land Use pursuant to RSA 674:21.
- C. Since this ordinance grants broad authority to the Planning Board to modify underlying zoning restrictions to facilitate development in the Depot, the Board may reject or require modification of plans which it finds would have an unanticipated or undesirable impact on the community or are not suitable for the sites on which they are proposed. If a plan is rejected, the Planning Board shall state the reasons for the rejection and offer suggestions for modifications to the plan that would make it

acceptable, after which the applicant may submit a revised plan for the Planning Board's consideration.

D. Requests for variances to the provisions of this ordinance which do not fulfill the purposes and standards herein shall be considered contrary to the spirit of the ordinance.

### **3. Review Procedure**

A. Applicants seeking approval to develop a project pursuant to this Article are encouraged to meet with the Planning Board prior to submitting a formal application with the Board. The purpose of the meeting is to present the proposed project informally and to understand the development standards established pursuant to this Article.

B. The Planning Board will review the following items when considering proposals under this Article:

1. Architectural Character
  - a) Building façade and exterior architectural features
  - b) Building height and setbacks
  - c) Rooftop features and cornice lines
  - d) Exterior materials and colors
  - e) Exterior illumination
2. Urban Design Considerations
  - a) Building placement and orientation
  - b) Relationship to parking and adjacent uses
  - c) Relationship of building to sidewalk, public ways and open space
  - d) Storage and loading
  - e) Impact on abutters and nearby residents
3. Site Improvements
  - a) Fences, walls and raised planters
  - b) Street and parking lot lighting
  - c) Street furniture-benches, trash containers, news racks, kiosks etc.
  - d) Plazas, squares and public spaces
  - e) Site landscaping and parking lot screening
  - f) Safety issues
  - g) Infrastructure and environmental impacts

### **4. Allowed and Prohibited Uses**

- A. The following shall be permitted uses:
1. Mixed use developments with retail on the first floor, with office and/or residential above, subject to the additional restrictions noted below
  2. Multi-family housing in a mixed use development with no more than twelve units per acre
  3. Senior housing and assisted living with no more than twelve units per acre
  4. Business and professional offices, including medical offices, up to 15,000 sq. ft. (per building)
  5. Banks
  6. Retail stores no greater than 15,000 sq. ft. (per individual store)
  7. Food markets up to 20,000 sq. ft.

8. Convenience stores
  9. Restaurants and other places for the preparation, serving or sale of food and beverages
  10. Production and processing of food products for restaurants and food establishments in the district
  11. Personal service stores
  12. Bed and breakfast; hotels
  13. Health clubs no greater than 10,000 sq. ft.
  14. Performance theater or movie theater with up to three screens
  15. Public and private parking garages
- B. The following shall be prohibited uses:
1. Facilities for research and for the manufacture, assembly, storage, distribution and servicing of products and materials, unless associated with a previously approved use on the site.
  2. Gas stations and automobile repair or body shops, sales agencies for automobiles, boats, farm, industrial and construction equipment
  3. Convenience stores/mini-marts associated with gas stations
  4. Motels
  5. Single-family homes
  6. Drive-through restaurants
  7. Multi-screen movie theater with over three screens
- C. The Planning Board may allow uses deemed similar to those listed in Section 4A.

## **5. Restrictions**

- A. Location and Distribution of Uses. The ground floor of a commercial building or mixed use building (any combination of retail, office, and residential) shall be occupied by commercial uses only.
- B. Height. Mixed use buildings shall be permitted up to four stories or 60 feet in height.
- C. Maximum residential density shall be twelve units per acre.
- D. There shall be no minimum frontage requirement, minimum lot size, and no front, rear, or side yard setbacks.
- E. Maximum lot coverage shall be 90%.

## **6. Parking areas**

The following guidelines are included to ensure that new and renovated off-street parking areas are constructed in accordance with the district's desired design character, the provisions of this ordinance, and other city ordinances pertaining to parking.

- A. Parking lots for new construction are prohibited within the front yard unless no other location is feasible. Parking lots that abut public rights of way or grade parking under the building shall be screened with one or a combination of the following:
  1. A low wall made of concrete, masonry or other suitable material not exceeding a height of 2.5 feet.

2. Raised planters planted with a minimum of 80% evergreen shrubs not to exceed a total height of 5 feet (including planter).
3. Landscaping consisting of a mix of trees and shrubs provided that 80% of the shrub plantings are evergreen.

B. Walls, fencing and architectural details shall compliment the materials of adjacent architectural styles.

C. Where walls are provided planting areas shall be a minimum width of 4 feet and should be located adjacent to the public right of way.

D. Where possible, parking areas shall be interconnected in a manner that allows the unobstructed flow of vehicles and pedestrians between uses and parking areas.

E. Shared or reduced parking. The minimum required parking spaces within the Depot Village Overlay District shall be 75% of the minimum required parking spaces found in Section 7:1 of this Ordinance, provided the Planning Board finds that an adequate amount of parking will be provided to meet the needs of the proposed uses.

1. The Planning Board may grant a conditional use permit to reduce this requirement to 50% of what would be required in Section 7:1 if it finds that the criteria in Section 7:1.4 and the additional criteria below are met:

- a) Submission of a reciprocal agreement executed by the owners and operators of the different sources or uses (to be recorded in the Registry of Deeds) ensuring the long-term joint use of such shared parking, and defining the terms upon which the parking is shared;
- b) Submission of the following information:
  1. the hours of operation and parking demand for each use;
  2. the hours of peak demand for parking;
  3. a description of the character of the land use and the parking patterns of adjacent uses;
  4. an estimate of the anticipated turnover in parking space use over a 24 hour period of time;
  5. a site plan showing all proposed parking spaces, including the shared use spaces in the lot and the walking distance to the uses sharing the lot; and
  6. Any other information concerning parking deemed necessary by the Planning Board to render a decision.
- c) A determination shall be made by the Planning Board that the shared parking:
  1. is no more than 500 feet from each use sharing the parking facility;
  2. hours of operation and peak demand of the uses involved shall not conflict; and
  3. will provide an adequate number of spaces for the applicable uses.

## 7. Curb Cuts

Developments shall be designed in a manner that minimizes the number of curb cuts on primary streets. To the extent feasible, access to businesses shall be provided through one of the following methods: (a) from an existing side or rear street or public alley thus avoiding the principal thoroughfare or (b) from a common driveway serving one or more adjacent properties.

The Planning Board may deny a curb cut if the proposed development is inconsistent with the following guidelines:

- A. Curb cuts shall be limited to one unless the Board feels that due to large parcel size an additional cut is justified.
- B. When access is available from a public alley the Board may deny a curb cut from a primary street.
- C. Shared drives are encouraged between adjacent parcels when appropriate.
- D. Curb cuts shall not be greater than 36 feet long.

**8. Performance Standards**

A. Pedestrian and Bicycle Access. Provision for safe and convenient pedestrian access shall be incorporated into plans for new construction of buildings and parking areas and should be designed in concert with landscaping plans noted below. Site plans in the Depot Village Overlay District should provide for continuity from sidewalks in public streets to all pedestrian entrances on the site, and walkability should be given primary importance over road speed and other access criteria. New construction should improve pedestrian access to buildings, sidewalks and parking areas and should be completed with consideration of pedestrian safety, handicapped access and visual quality. Where appropriate, applicants are encouraged to provide pedestrian and/or bicycle paths (or connection to the proposed bicycle rail trail) connecting the site with abutting areas in order to promote pedestrian and bicycle circulation and safety in the Depot Village. When parking is located in the rear, pedestrian access via a pedestrian-oriented alley or walkway through to the primary street is encouraged. Bicycle and pedestrian access that provides connections between developments should be established. Connections with the rail trail should also be provided.

B. Landscaping. Landscaping shall be incorporated into new and redeveloped properties in such a way as to create visual relief and interest, provide shade for pedestrian areas and to screen parking and loading areas. Landscape plans shall be prepared by a registered landscape architect unless the Board finds that the plans submitted are consistent with the intent of this regulation and meet the specific guidelines as set forth herein. Landscape plans shall show the location, type, and size of all proposed plantings as well as enough of the surrounding context such that the Board may determine the plan's appropriateness.

1. Side Yard Treatment

- a) Where the distance between structures on adjacent lots is 10 feet or less, the side yard shall be landscaped with grass and plantings.
- b) Where the distance between structures on adjacent lots is greater than 10 feet landscaping shall consist of a combination of materials sufficient to break up the view into the side yard but, for safety reasons, in no case should this planting be impermeable.
- c) Side yards may, in the alternative, be established as pedestrian walkways to access parking areas to the rear of the building. Such walkways shall be landscaped and lighted for safety.

2. Parking Areas



- a) Large parking areas shall be relieved by landscaped islands of a minimum of five feet in width, equal in depth to the depth of a typical parking space and located such that there is one island per 15 continuous spaces.
  - b) Alternatively, at least 5% of the interior area of the lot shall be devoted to landscaping. Areas described in the above shall have at a minimum one shade tree with a minimum caliper of 3 inches diameter breast height (DBH). Trees planted in such locations shall be planted in protected pervious areas which have a minimum dimension of 5 feet.
  - c) Where parking lots about public rights of way, shade trees with a minimum caliper of 3 inches, shall be provided within a planting strip no less than 5 feet in width and at a rate of one tree per every 10 continuous spaces.
3. Trash and Service Areas
- a) All service, loading and trash storage areas viewable from a public right of way or from an adjacent residential area shall be screened by one or a combination of masonry, wood fencing, or evergreen plantings to reduce their visual impact.
  - b) Loading and service areas shall not face any residential area unless no other location is possible. Loading areas shall be subject to screening requirements stated herein.
  - c) Garage doors and loading spaces are prohibited on the front façade of any building unless no other location is feasible.
  - d) Hours of operation for deliveries and trash pickup shall be restricted to minimize impacts on nearby residences.

### C. Design Regulations

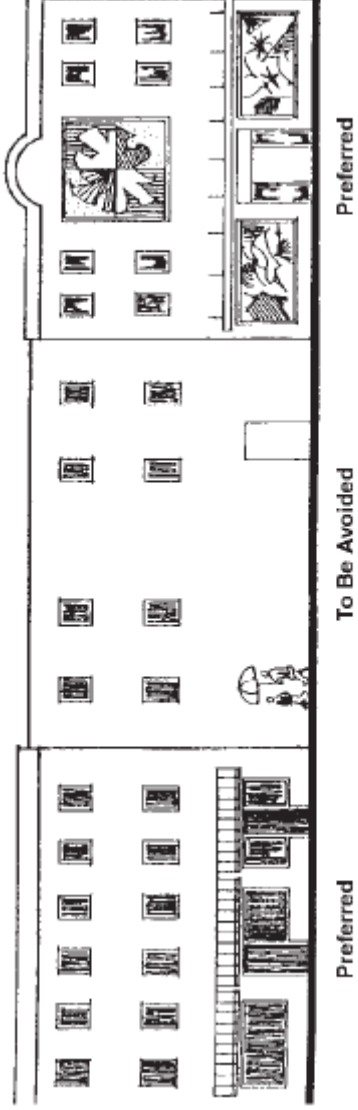
1. Orientation. Buildings shall be oriented parallel to the front property line to preserve a consistent façade line with the street. Primary building entrances should easily identified and be oriented to the street. The primary entry should be clearly visible from the public street which provides the building's main orientation.
2. Articulation. New and redeveloped buildings should reinforce the character of the existing streetscape by creating visual interest and reinforcing pedestrian scale. The apparent bulk and large wall expanses of multi-story buildings as well as single story buildings of 15' height or more should be minimized by incorporating one or preferably a combination of the following:

- a) Windows
- b) Architectural Details
- c) Canopies
- d) Overhangs
- e) Indented Bays
- f) Change of Building Materials

The top of such buildings should display a distinct profile or outline incorporating such elements as a projecting parapet, cornice, upper level setback or pitched roofline. When immediately adjacent a building with such articulation, new and redeveloped buildings should provide a treatment that is respectful, such as providing a consistent cornice line where possible.

Large expanses of blank walls are prohibited for commercial and mixed use buildings. The ground floor facade along the primary street shall have continuous storefront windows, with the

exception of necessary piers, columns, pilasters, doors, etc.



3. Transparency. For commercial and mixed-use buildings, a minimum of 60% of the building façade oriented to the street must be comprised of clear windows that provide views to indoor retail space, dining space or product areas when applicable. Where parking occupies the ground floor the same solid to void ratio must be achieved utilizing techniques such as half-walls, grillwork, or landscaped trelliswork or their equal.
4. Doors and Entrances.

- a) Buildings must have a primary entrance facing a public street or way and should be visually prominent.
- b) In buildings with multiple ground floor tenants, entries should provide a coordinated design theme, i.e. a common canopy, architectural projection or awning design.

5. Pedestrian Spaces and Comfort. For the purpose of providing a pedestrian friendly environment in the Depot Village Overlay District, new and redeveloped buildings should provide for outdoor seating areas, scaled to the size and demands of the proposed use, where feasible. For example, a large, multi-story project should provide a patio or small plaza area located near the front entry with multiple benches and landscaping. A mixed-use project with ground floor retail such as a restaurant may provide an area for outdoor dining which extends the indoor dining space for seasonal use. A ground floor use may provide a sidewalk bench where there is sufficient width.

Such pedestrian areas are best located when they take advantage of southern exposure and provide space that affords visual connectivity but is setback from major pedestrian flow and vehicular ways and is appropriate to the location.

Outdoor sales and display areas should be well organized and located such as not to impede pedestrian circulation if located on a public walk or way.

The following guidelines should be considered in the design and location of pedestrian spaces:

- a) Flexible design to allow for flexible use
- b) Buffering from major vehicular areas such as parking lots or main traffic ways
- c) Lighting for nighttime comfort and safety
- d) Appropriate street furnishing...i.e. benches, trash receptacles

- e) A focal element where appropriate such as a water feature, special landscape feature or public art installation
- f) Decorative paving and seasonal planting
- g) South facing locations
- h) Visual connectivity, especially to important views such as an historic structure
- i) Appropriately scaled to the development

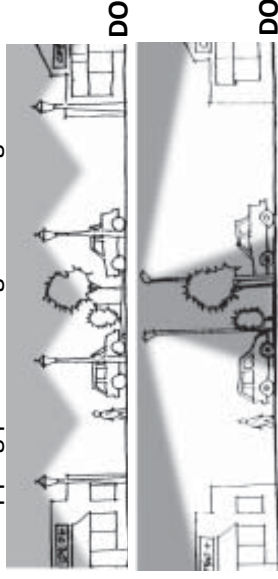
6. Utilities. Underground utilities for new and redeveloped building are required unless physically restricted or blocked by existing underground obstructions.

7. Lighting. Site lighting, security lighting and architectural/landscape lighting should provide the user with illumination levels appropriate for the designed activity (i.e. parking, walking, outdoor dining) while meeting minimum requirements. Illumination levels should also be reasonably uniform throughout the site and strive to minimize glare.

Light fixtures should be designed to reflect the traditional character of New England villages or downtowns.

Adequate lighting levels should be provided in all pedestrian areas, including building entries, along walkways, parking areas, and other public areas. Lighting plans should provide for:

- a) An overlapping pattern of light at a height of about 10-15 feet in lighted areas.



- b) Lighting at consistent lumens with a gradual transition to unlighted areas. Highly contrasting pools of light and dark can be temporarily blinding and should be avoided.

- c) In each lighted area, design lighting levels that will allow pedestrians to identify a face 15 yards away (generally, a minimum of 4 foot-candles). Adequate lighting reduces anonymity and gives pedestrians an opportunity to choose another route.
- d) Adequate lighting at all building entrances, exits and corridors between buildings, at least 4 foot candles during active use, especially where doors are recessed.
- e) Confine site lighting to the project site; use shields or other methods to eliminate glare on adjacent properties.
- f) Place light posts and standards so that they do not create hazards for pedestrians or vehicles.



- g) Indicate specific lighting levels in each lighted area.

- h) Address potential impacts of lighting on residential abutters and neighbors.
8. Quality of site furnishings. Provide for the following site plan elements:
- a) High-quality materials in site furnishings and features, such as durable and easily maintained walls and paving.
  - b) Site features and furnishings that discourage vandalism. Furnishings that are easily removed or do not convey an image of care invite misuse.
  - c) Safe materials, such as non-slip walkway surfaces.
9. Signs
- a) Signs should be designed to be compatible with the intended nature of Depot Village (e.g. pedestrian-scaled).
  - b) Sign materials in the Depot Village Overlay District should include traditional-looking materials such as wood, brass, bronze, or similar materials. Wooden signs should be constructed of dense wood that will accept paint readily.
  - c) The number and size of signs shall meet requirements set forth in the Sign Ordinance.
  - d) All freestanding signs shall be monument signs no more than 6 ft. in height.
  - e) All wall signs shall be individual letters.
  - f) All sign illumination shall be external. Neon, florescent, and LED lighting is not allowed. Sign lighting shall comply with Section 7:2.4.2.9.
10. Snow Storage/Removal. Adequate areas for snow storage should be provided. Removal and off-site storage may be required if adequate on-site areas are not available.
11. Accessibility. State and Federal regulations on accessibility shall be met.

## **9. Traffic Management**

- A. The traffic management regulations in Section 268-8.1 shall apply.
- B. Applicants shall be required to implement the road connections and improvements outlined in the Depot Redevelopment Plan, as adopted by the Planning Board.

