

# Town of Salem Master Plan

**Steering Committee #4 - Draft Plan**  
December 11, 2024



# Agenda

## 1. Engagement Results Summary (10min)

- a. Public Workshop
- b. Draft Plan Framework Survey

## 2. Draft Plan Summary (~15min)

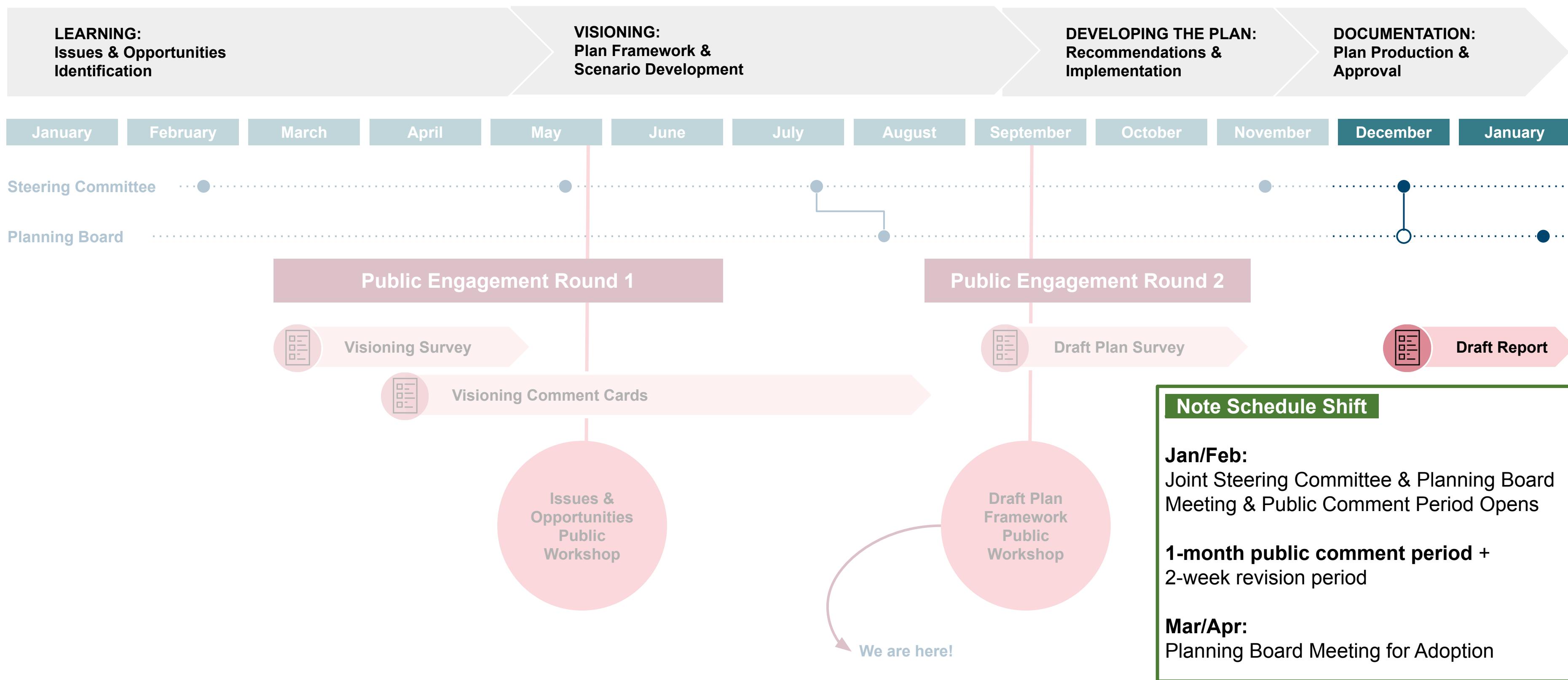
- a. Draft Plan Framework Overview
- b. Recommendations:
  - i. Gathering Spaces
  - ii. Town Connectors
  - iii. Mixed Use Core
  - iv. Missing Middle Edges

## 3. Discussion / Feedback (~1hr)

*Review and provide input on draft plan recommendations in a science fair style.*

## 4. Closing Comments & Next Steps (~5min)

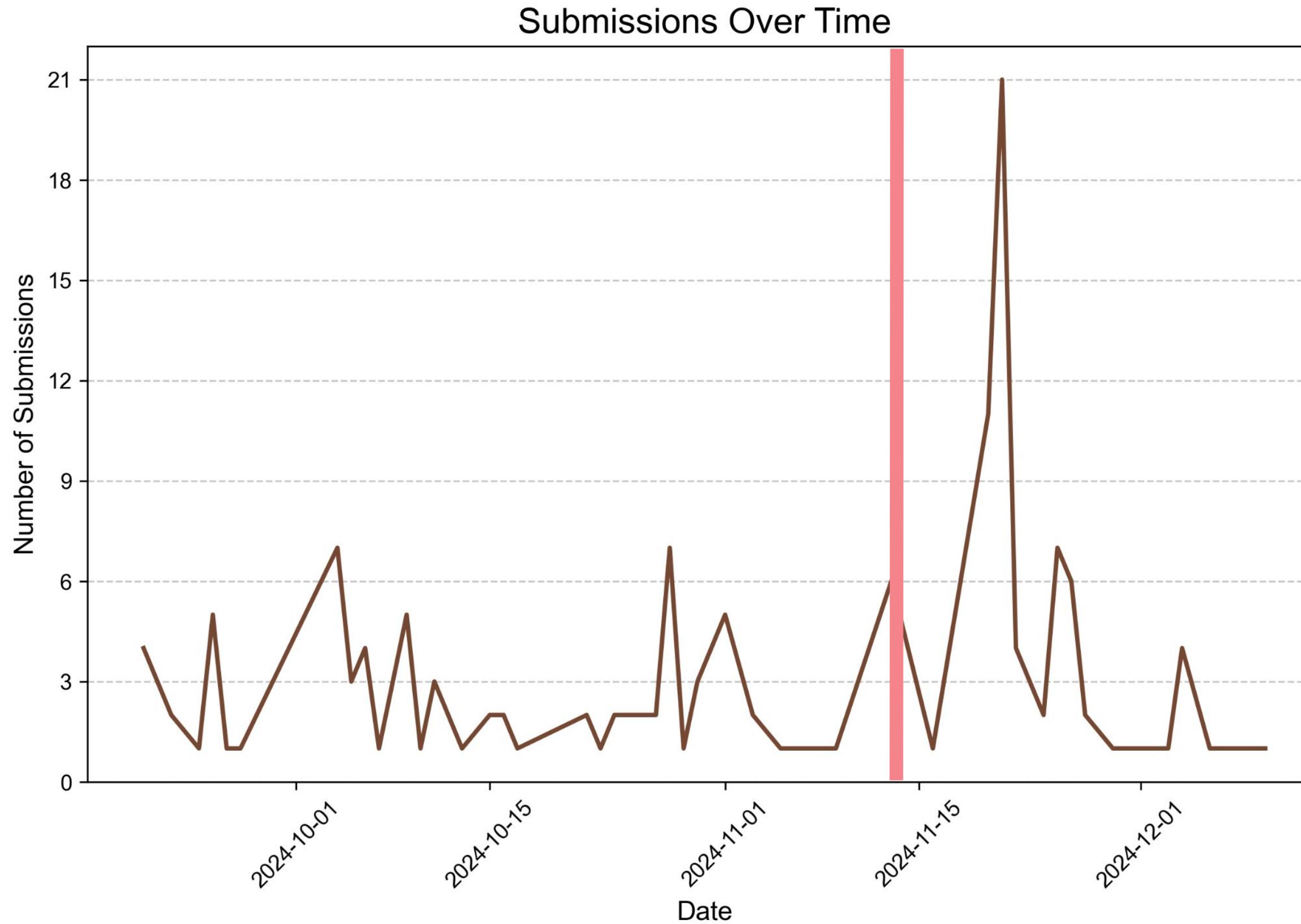
# Planning Process Overview



# Engagement Results Summary

1. General
  - a. Draft Vision Statement
  - b. Key Issues & Opportunities
  - c. What's Missing? (synthesis still in progress)
2. Plan Pillar: Gathering Spaces
  - a. Development Vision: Depot Village
  - b. Development Vision: Historic Town Center
3. Plan Pillar: Town Connectors
4. Plan Pillar: Mixed Use Core
  - a. Depot Village Overlay District incentives and design standards
  - b. Broadway Development Vision Comments
5. Plan Pillar: Missing Middle Edges
  - a. Housing type preferences
  - b. ADUs

# Draft Plan Engagement by the Numbers



## Key Stats:

### Workshop:

- 287 sticky dot votes
- 28 comments (sticky notes)

### Survey:

Online, Senior Center, Town Hall,  
In-Person Promotion: Cider Event, Trunk or Treat, Historical Society Open House, Field of Dreams Movie Series etc.

Digital Promotion: social media, Town Hall times

Original Deadline: Fri 11/8

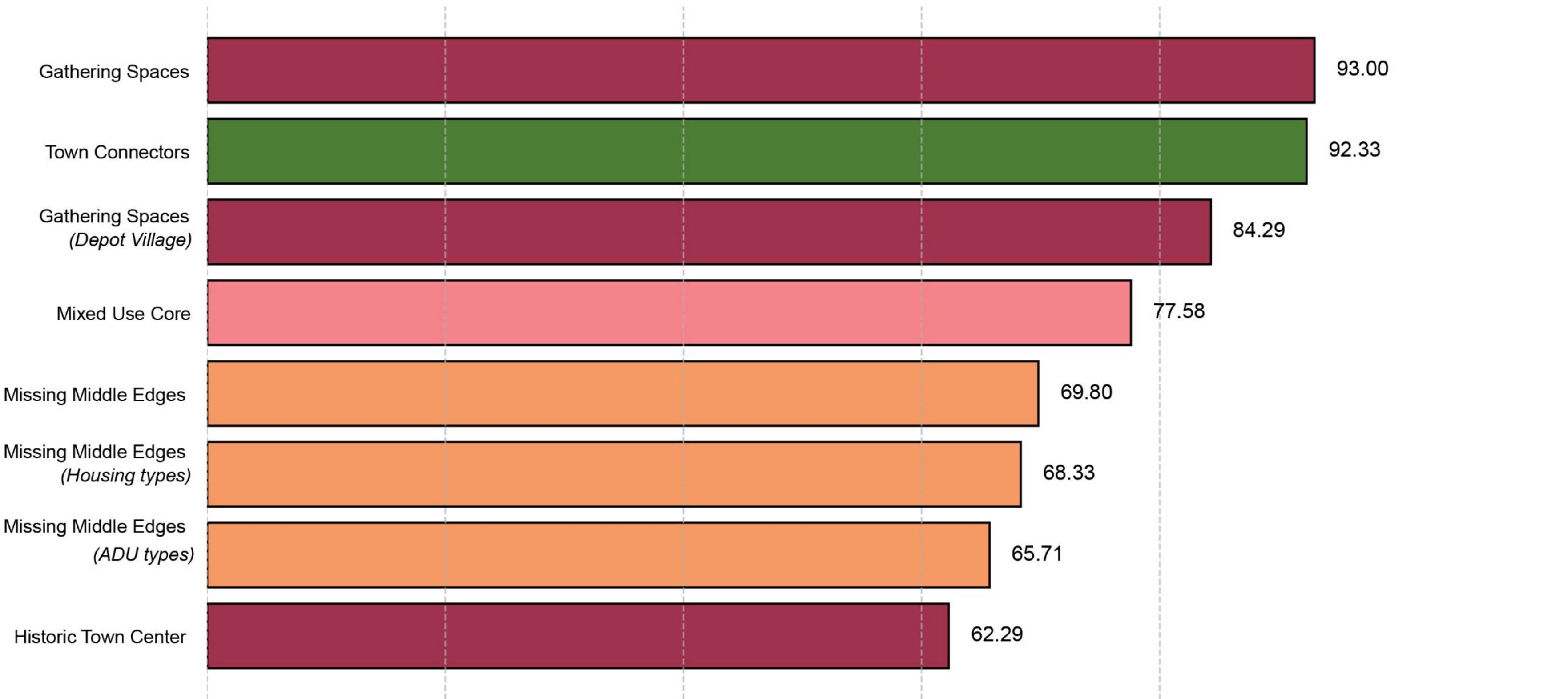
Extended Deadline: Tue 12/10

- 151 users
- 327 comments
  - 78 pre-extension
  - 73 post-extension

We are still working through synthesis of all the written comments provided in the survey and workshop, but we have vote-based response reporting ready.

# Draft Plan Engagement by the Numbers

Number of supportive votes for draft plan recommendations via the Draft Plan Workshop and Draft Plan Survey, divided by the number of questions asked.



# Vision & Core Values

This will be a north star and a measuring stick to evaluate if an action aligns with the Master Plan.

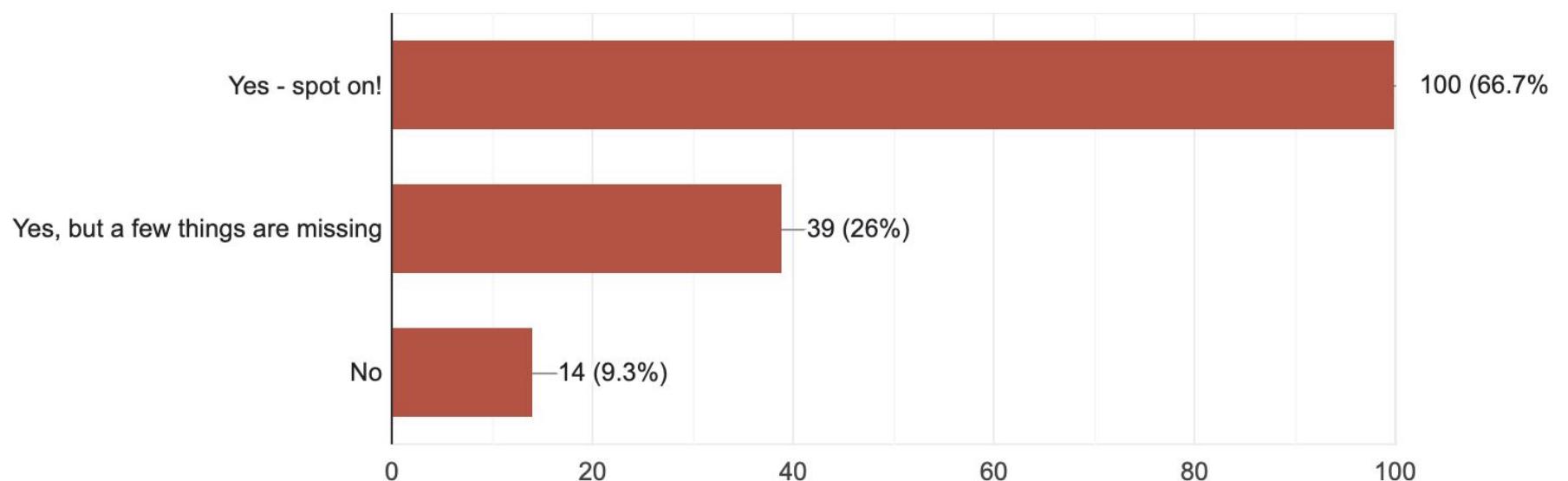
## Draft Vision Statement

**91% supportive (150 responses)**

**67% spot-on / 26% yes but a few things missing**

Salem will continue to offer the best of the small town experience while welcoming balanced growth and sensible public investment to enhance quality of life.

Salem will do this by cultivating a more vibrant and connected Town Center that reinforces civic pride and community, surrounded by beautiful natural spaces and residential neighborhoods that offer safety, stability, and quality of life for residents at every income and stage of life.



## Core Values

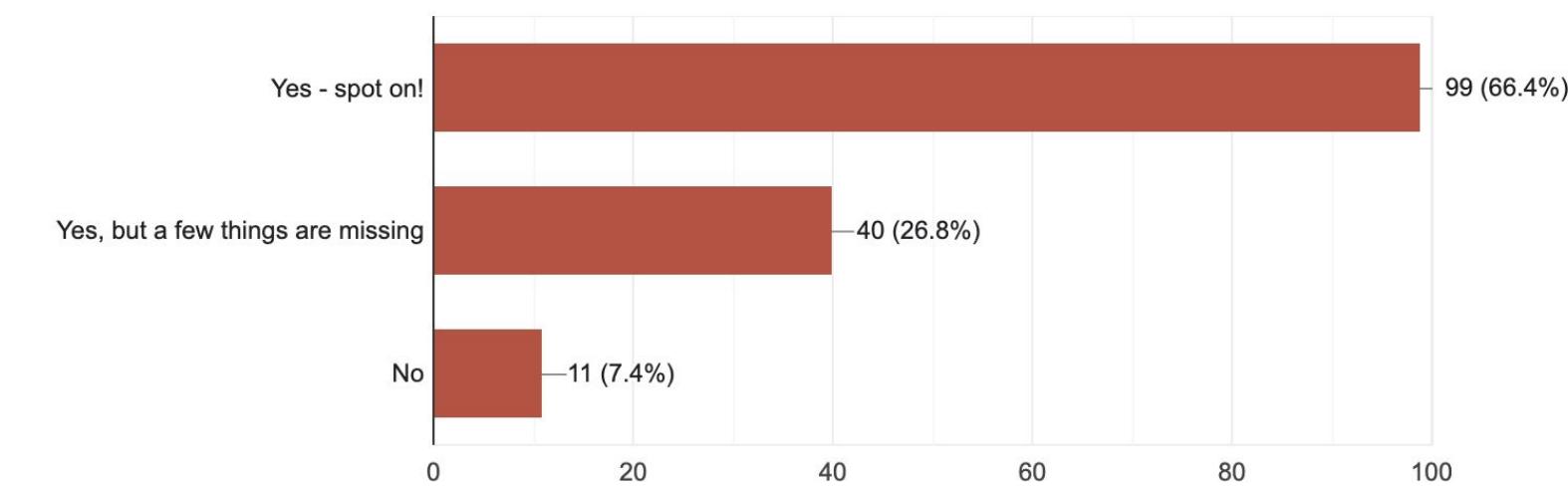
**93% supportive (149 responses)**

**66% spot-on / 27% yes but a few things missing**

The core of what people love about Salem is the combination of a small town feel that offers residents a peaceful, friendly, safe, quiet and nature-filled experience while still providing convenient access to major commercial amenities, natural spaces, and urban centers.

Town services and facilities like the schools, parks, the library, the senior center, public safety departments, and Town staff and boards are generally a source of pride and an important part of what makes residents feel connected to a shared civic identity that values public service and supports community-building.

Comments in the visioning stage of the project generally conveyed an optimism about Salem's ability to find healthy change and framed the importance of balancing several key issues and opportunities as Salem invests in its future.



# Key Issues & Opportunities

This will be a north star and a measuring stick to evaluate if an action aligns with the Master Plan.

## Key Issues & Opportunities

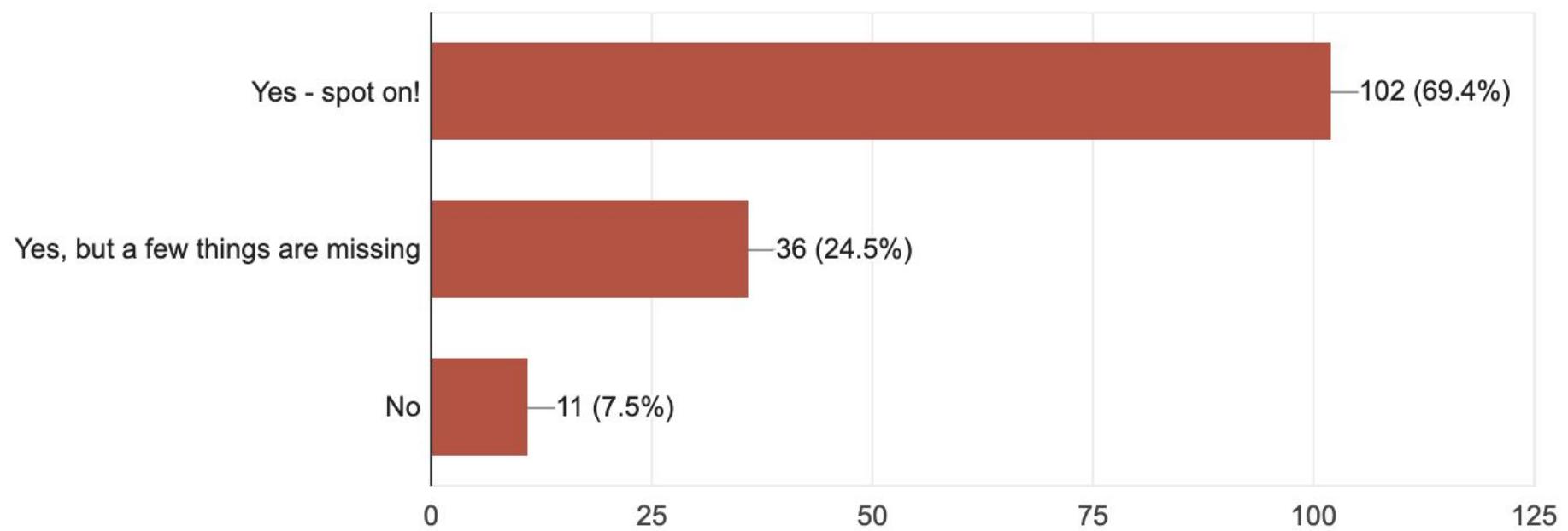
93% supportive (147 responses)

69% spot-on / 25% yes but a few things missing

Do these capture the key issues and opportunities this plan should address?

Numbers do not imply priority.

1. Find the right development intensity and mix, and do so in a way that supports a civic Town Center that balances out Tuscan Village.
2. Make Salem a more affordable place to live in terms of housing prices and property taxes, so that people can live comfortable, stable lives at every income and stage of life.
3. Invest in public infrastructure and gathering places that connect residents with nature and each other through recreation and entertainment.
4. Make Salem a safe and enjoyable place to walk and bike.



# Gathering Spaces

Enhance and Expand Parks + Open Spaces



Depot as Historical and Recreational Asset



Cultivate Historic Town Center



North Salem Historic Town Center /  
Arlington Pond Pocket Park

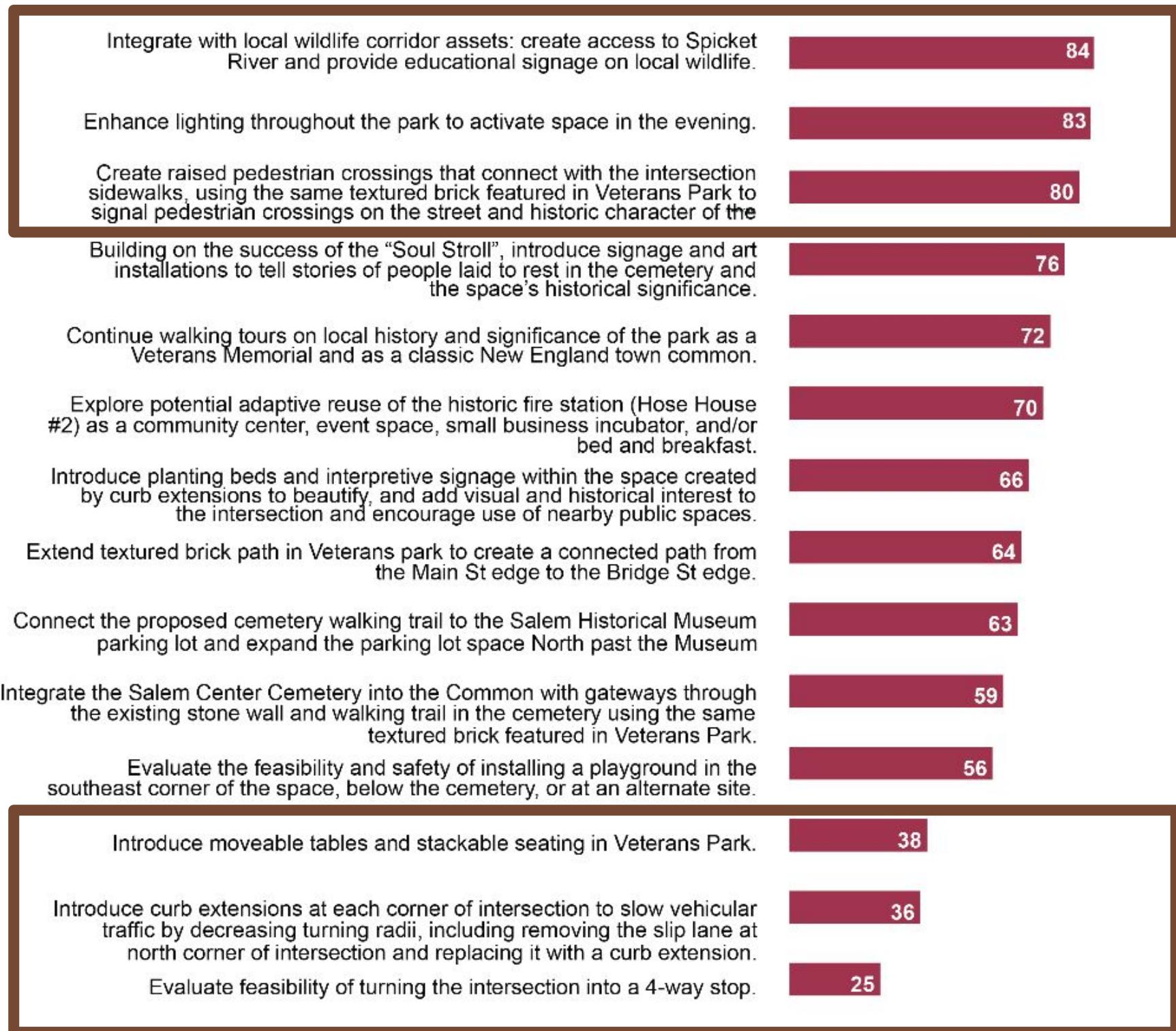


Multigenerational Community Center



Strong interest in **recreation-based interventions** as a way to address the need for gathering spaces, or shared places for Salem residents to meet

# Gathering Spaces: Historic Town Center



**Strong interest in beautification and access to natural resources**

**Least interest in direct programming in Veterans' Memorial Park and traffic calming measures at intersection**

# Gathering Spaces: Depot Village

Extend public realm enhancements (sidewalk improvements, plantings/ landscaping, street furniture and streetscape elements)

113

Provide dedicated parking for Rail Trail on publicly owned lots in the

105

Pedestrian crossing infrastructure and signal enhancements

105

Integration with and wayfinding signage for the Rail Trail

85

Design and implementation of recreational development of publicly-owned

84

Encourage activating mixed-use development publicly owned parcels West of the Rail Trail, including workforce housing and community gathering space

54

Promotion of multifamily residential and mixed-use development on the remaining privately-held parcels via the Depot Overlay District and newly proposed North Broadway Multifamily District.

44

**Strong interest in **public realm accessibility**: sidewalk, plantings, Parking for Rail Trail**

**Less support for **multifamily / mixed use development** at Depot intersection**

# Town Connectors

Complete the Rail Trail  125

Main St Pedestrian Connections  116

Dedicated Parking on Rail Trail  108

Enhanced Transit Service Feasibility  93

Geremonty Drive Multi-Use Path  92

Complete Streets Policy  80

Town Gateway / Wayfinding Program  78

East-West Bicycle Connection  71

North-South Bicycle Connection  68

Strong support for focusing on **Rail Trail and Main St accessibility: sidewalks + parking**

Less support for **bicycle infrastructure**

# Mixed Use Core

Tie Amenities to Development 117

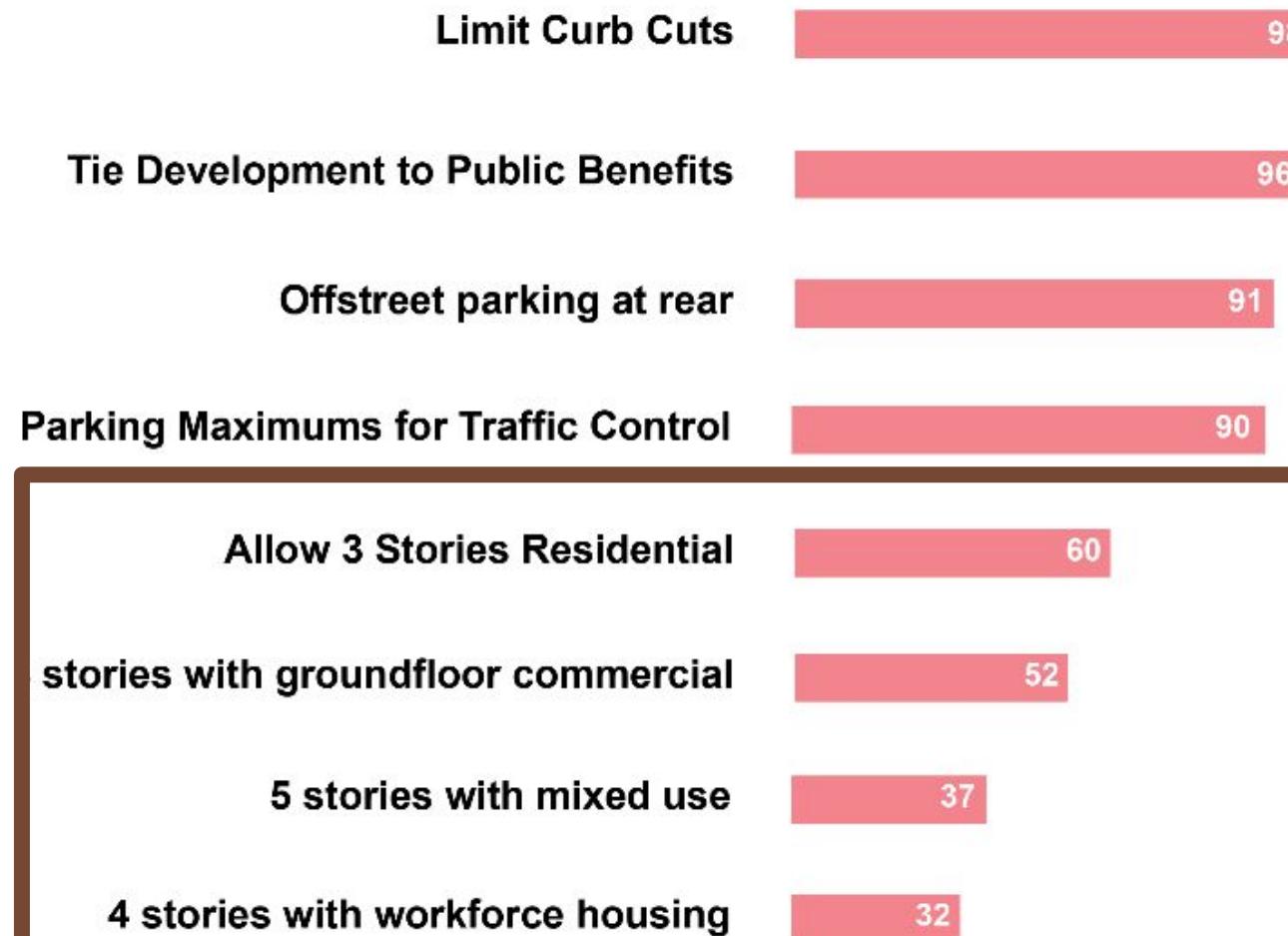
Neighborhood-Scale Mixed Use Zoning 94

Job-Rich Development Along I-93 93

Expand Depot Overlay District 71

**Clear interest in tying public amenities to zoning for mixed use development: impact fees, value capture,**

# Mixed Use Core

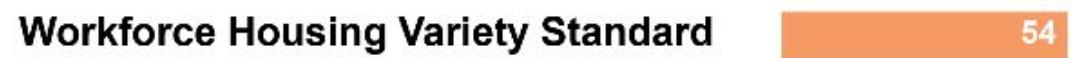


Lack of clear supportive responses to **expanded boundary and larger development scale** recommendations (3-5 stories).

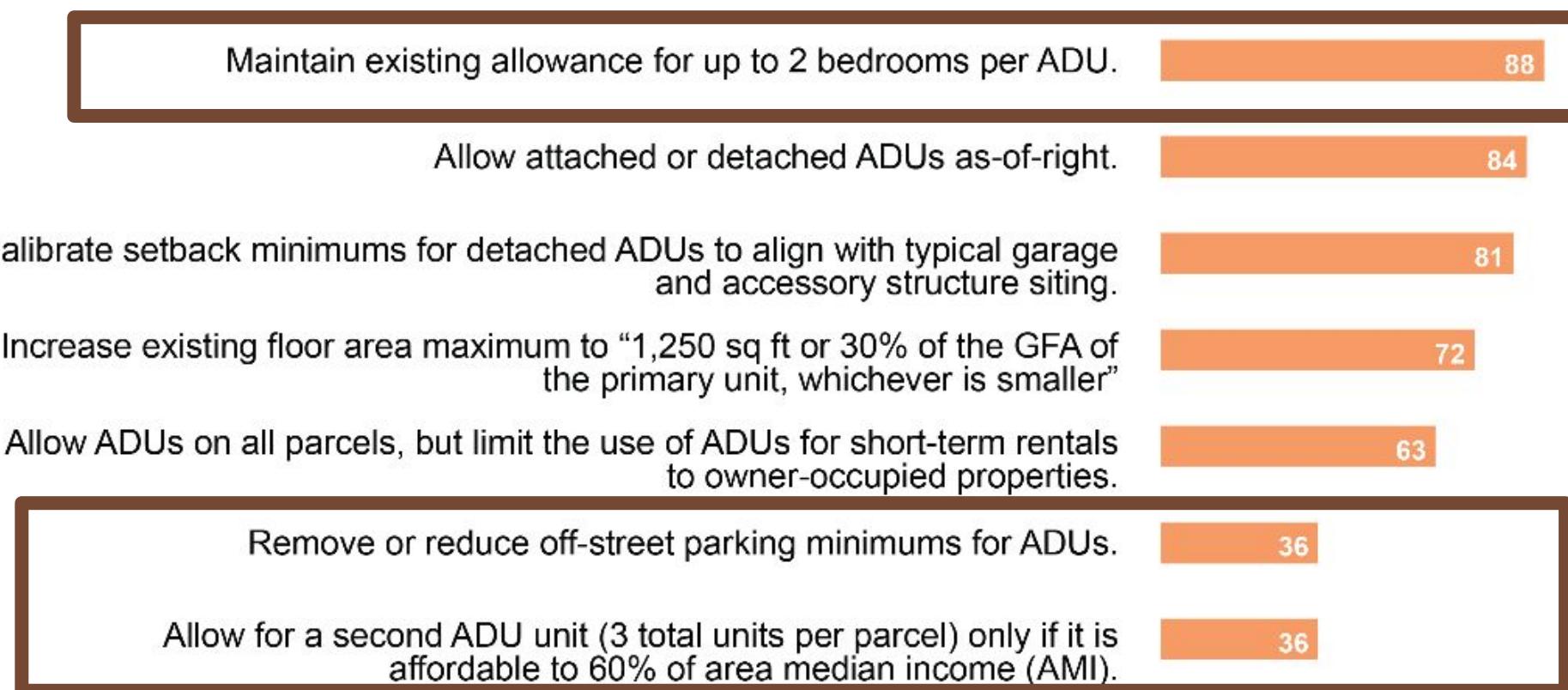
# Missing Middle Edges



Strong support for ADUs



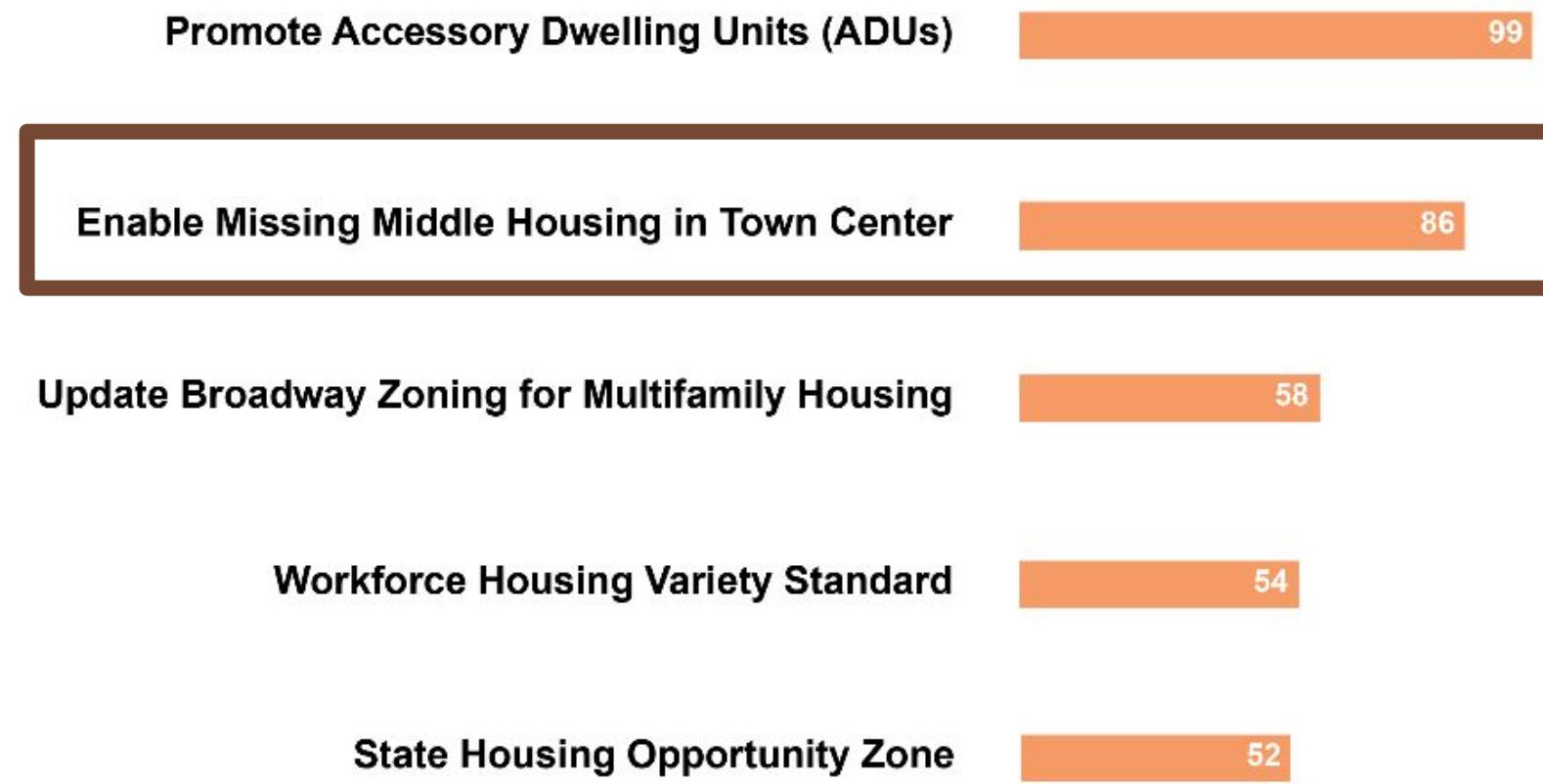
# Missing Middle Edges: ADU



General support for ADUs, but specifically for **detached type**

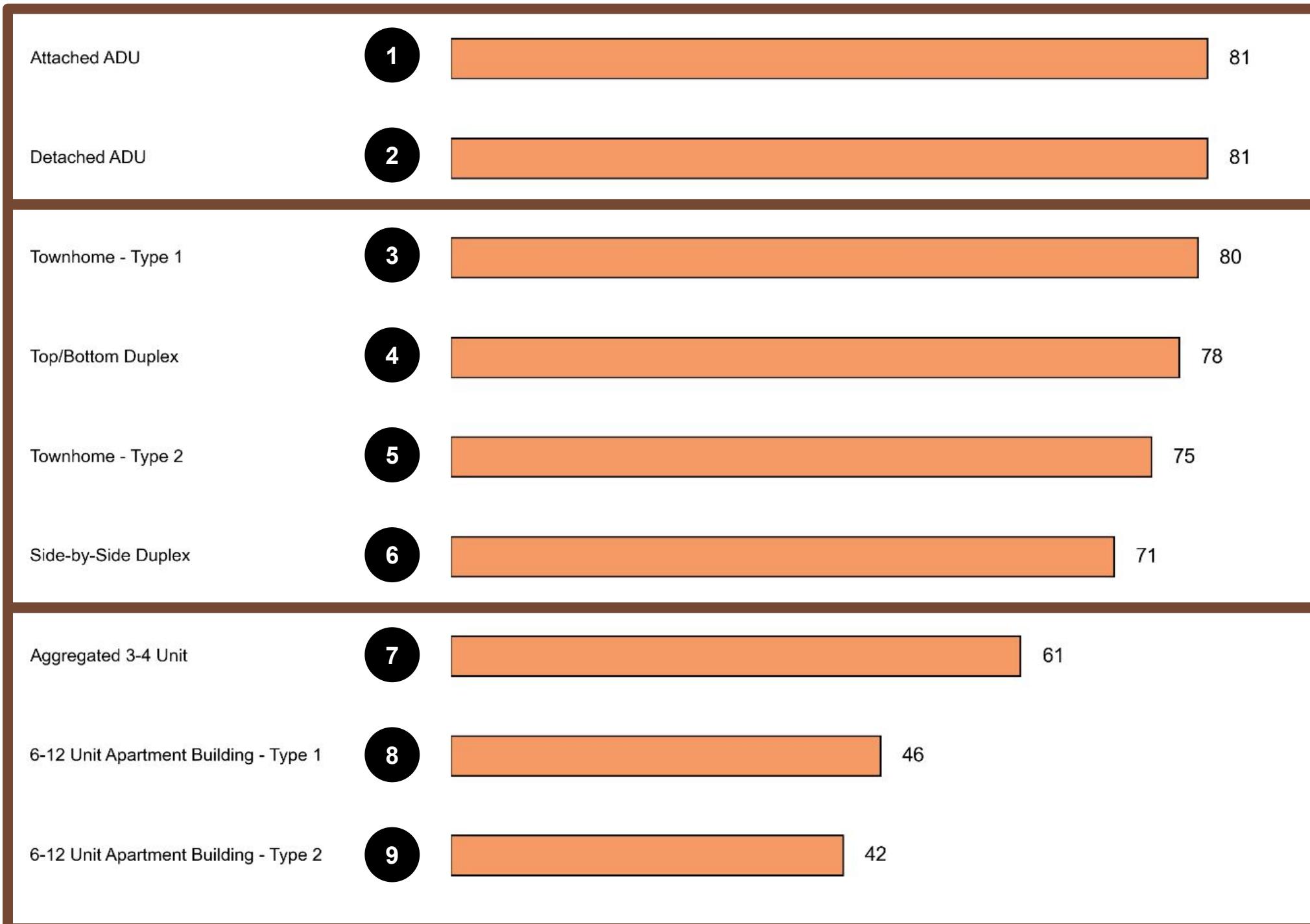
Less support for **removing parking minimums and second ADU allowance**

# Missing Middle Edges



Strong support for **Missing Middle Housing options**

# Missing Middle Edges: Housing typologies



# Draft Plan Summary

Overview of Changes & Recommendations

# Draft Plan Framework: 4 Pillars

## GATHERING SPACES

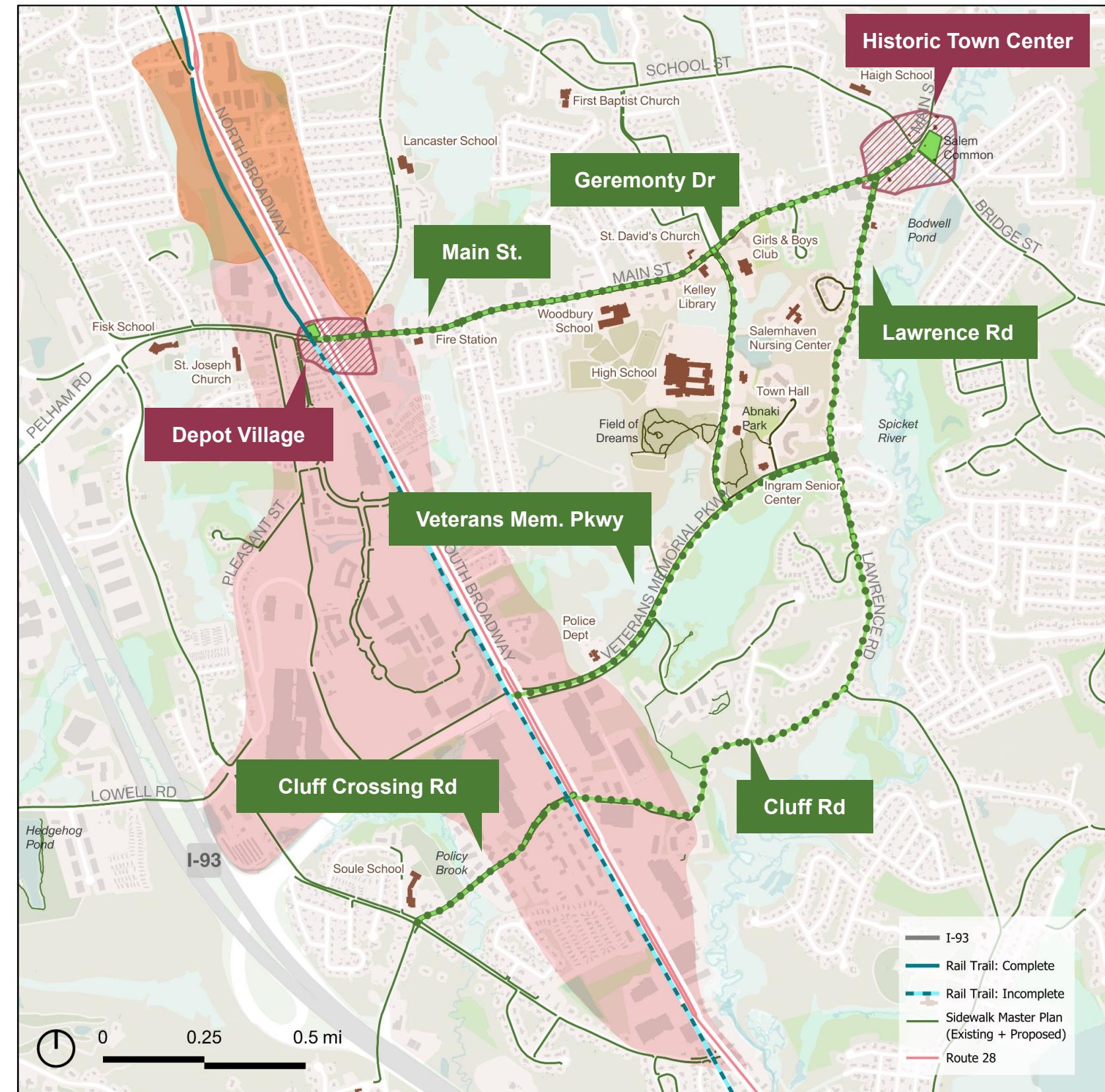
*Invest in beautification and infrastructure to reinforce community gathering spaces outside Tuscan Village.*

**Big Move:** Historic Town Center

## TOWN CONNECTORS

*Continue to invest in a safe sidewalk and bicycle infrastructure network connecting Salem public spaces, gathering places, and amenities.*

**Big Move:** Complete and connect the town to the Salem Bicycle-Pedestrian Corridor (Rail Trail).



## MIXED USE CORE

*Focus higher-density mixed-use development along the Broadway corridor (and deter elsewhere).*

**Big Move:** Expand boundaries and update the design standards of the Depot Village Overlay District.

## MISSING MIDDLE EDGES

*Expand housing options that match Salem household sizes and budgets, especially near the Mixed Use Core.*

**Big Move:** Rezone for multi-family residential north of Depot.

# GATHERING SPACES

## Historic Town Center (Big Move)

### Cultivate the Historic Town Center as a counterweight and complement to Tuscan Village.

This plan envisions a series of connected spaces that together can support everything from somber recognition of Salem's veterans to reflective quiet walks along the Spicket River and through old burial ground (including the Soul Stroll), to festive civic celebrations, farmers markets, and family-friendly recreation. This can be achieved through a handful of street and intersection improvements, focused updates to the sidewalks and pathways connecting key destinations, incorporation of sensible event parking strategies to support larger gatherings, and enhancements of a few strategic places that can promote increased use and programmatic activation of the civic spaces in and around Veterans Park / Salem Common.



Granite cobblestone mountable medians & curb extensions increase pedestrian safety and improve appearance



**Main St in Goffstown, NH** between Elm & Mill Streets is an excellent precedent for Salem's Historic Town Center, including street parking, curb extensions with trees, accessible pedestrian crossings and historically appropriate elements (light poles, red brick, granite cobblestones)

# GATHERING SPACES

## Historic Town Center (Big Move)

**Cultivate the Historic Town Center as a counterweight and complement to Tuscan Village.**

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1. **Lawrence & Main Intersection Improvement:** perpendicular intersection with planted curb extensions and shorter pedestrian crossings
2. **Limited On-Street Parking:** introduce parking where street width allows
3. **School/Bridge & Main Intersection Improvement:** remove right-turn slip lane from Main St to School St to expand memorial garden and increase pedestrian safety, introduce mountable curb extensions to create safer pedestrian crossings
4. **Historic School**
5. **Gazebo & Veterans Memorials** with new connecting pathway and small seating areas
6. **Old Burial Ground, Historic Hose House & Playground**
7. **Restored Bridge** with expanded sidewalk and brick/granite materials
8. **Scenic Natural and Historic Loop Pathway**
9. **Historic Town Hall**
10. **Historic Library**

# GATHERING SPACES

## Depot Village (Supporting Strategy)

**Continue to invest in Depot Village as a civic and recreational anchor.**

To leverage and build on recent investments, the Town should continue to invest in Depot Village as a hub for Salem's identity and recreational activities through:

- Depot Village Master Plan
- Strengthening Bike and Pedestrian Connections
- Promote Programmatic Activation and Amenities

**The 2011 Depot Concept Plan introduced the current Depot Village Overlay District**

Ground floor commercial required for any development in district

Mixed use buildings shall be permitted up to **4 stories or 60 feet in height.**

Maximum residential density shall be **12 units per acre.**



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

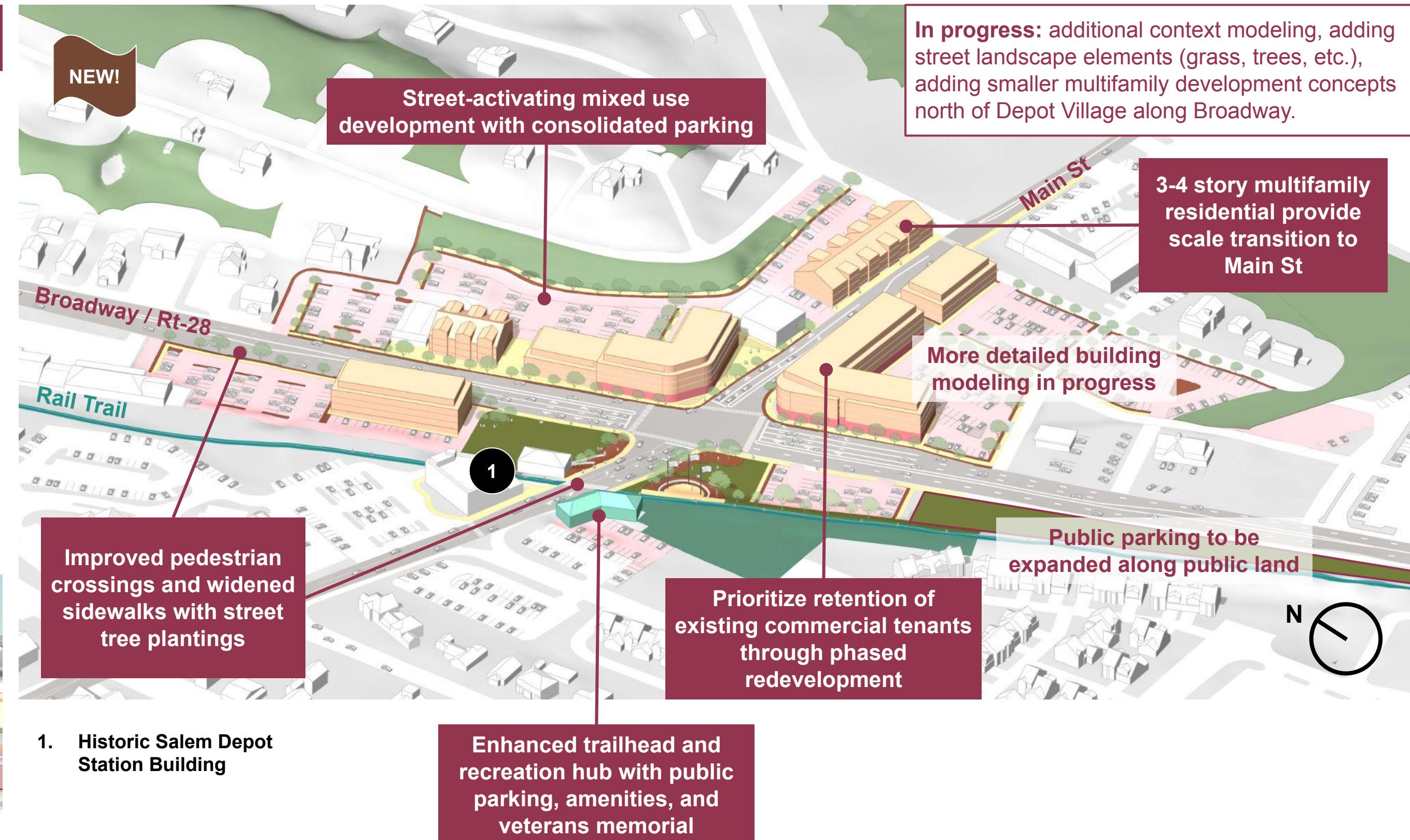
# GATHERING SPACES

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- Promote Programmatic Activation and Amenities



# GATHERING SPACES

## Other Supporting Strategies

### Enhance and Expand Parks and Open Spaces

Continue to invest in recreational access to the Town's rich natural resources, especially those mentioned in the Master Plan engagement:

- Arlington Pond
- Spicket River Kayak access
- Millville Park recreational facilities
- Former Wastewater Treatment Plant
- Hedgehog Park

Explore shared use programming on school campuses outside of school hours for all residents, especially for playgrounds and athletic courts and fields.

Continue to identify and supply recreational amenities to neighborhood "pocket parks" similar to Bill Valentine Park to provide opportunities at low cost and in close proximity to residential neighborhoods. Innovative solutions like the "pocket park" concept help to broaden the community's dwindling opportunities to maintain and enhance recreational, conservation, and open spaces.

### North Salem Historic Town Center / Arlington Pond Pocket Park

Create a new pocket park and enhanced pedestrian connections near the North Salem Historic Town Center and Arlington Pond. This should include reducing the turning radii at the intersection of East Broadway and Mill Pond Rd and/or re-allocating parking lot spaces on south side of Post Office to create a new pocket park, and adding pedestrian crosswalks connecting park to William E Palmer school as well as a sidewalk down N Main to where Spicket River connects to Arlington Pond.

### Strategic Historic Preservation

Utilize Federal Historic Rehabilitation Tax Incentives for adaptive reuse and reinvestment in anchor historic buildings along Town Connectors, Salem Common, and North Salem Historic Town Center.

### Multi-Generational Consolidated Community Center & Services

Consider investing in a multi-generational, townwide community center that provides services for all ages, with a particular focus on seniors as well as young families and teens.

This facility could offer critical support, such as affordable daycare options, structured after-school programs, and extracurricular activities led by students' interests. It could also provide enrichment for seniors if the interaction of services is managed proactively.

# TOWN CONNECTORS

## Big Move

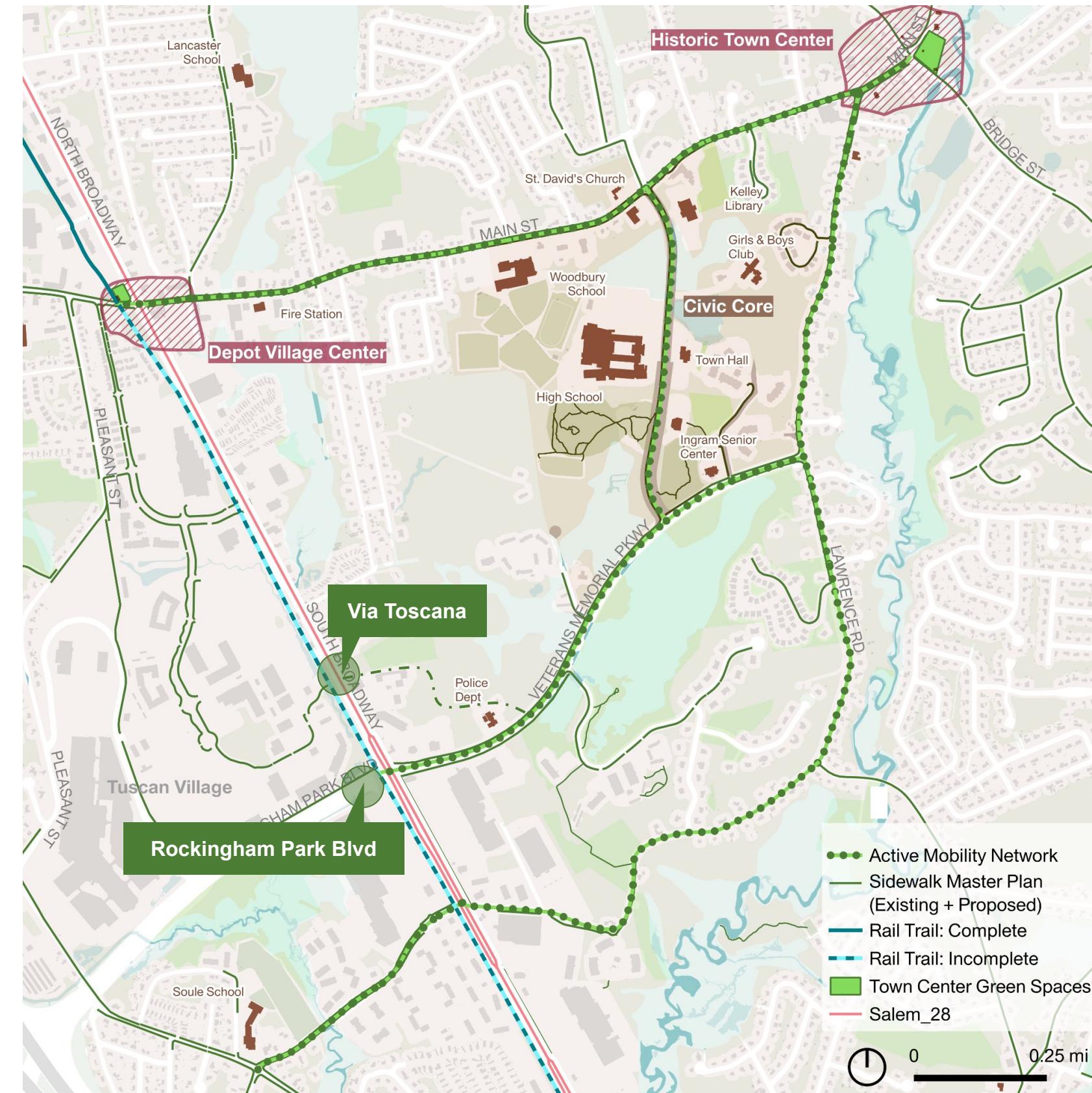
Complete and connect the town to the Salem Bicycle-Pedestrian Corridor (Rail Trail).

Work to complete the Salem Bicycle-Pedestrian Corridor (Rail Trail) through the full length of its proposed alignment through Salem with improved, safe crossings of all vehicular roads, particularly Broadway (RT-28).

This should include pursuing strategic, grade-separated safe crossings at:

- Rockingham Park Blvd (overpass)
- Via Toscana (overpass and rear lot connection to Veterans Memorial Parkway)

REV.



# TOWN CONNECTORS

## Big Move

### Complete Priority Town Connector Network

This includes:

- Main Street Corridor**  
Engaging, comfortable and beautiful walking experience, focusing at ends and then filling in over time.

- Multi-Use Path: Geremony Drive & Veterans Memorial Parkway**  
Enhance crosswalks and adapt the existing sidewalk to serve as a multi-use walking and bicycle path.

- North-South Bicycle Connection: South Policy and Kelly Rd**  
Narrow lanes and increase shoulder to encourage slower speeds and safer driver behavior so that residents have the option of bicycling to the Rail Trail and Tuscan Village. Work to secure additional ROW to permit future sidewalk or shoulder improvements that encourage a safer pedestrian experience.

REV.



# TOWN CONNECTORS

## Supporting Strategies

### Create and Implement a Complete Streets Policy

Integrate the Sidewalk Master Plan with bicycle infrastructure considerations to form a new “complete streets” policy in alignment with this plan’s four pillars and the priority Town Connectors framework described above. This policy should also embed complete streets improvements into annual street upgrades including repaving, reconstruction and restriping.

Main action items are:

1. Update and implement Sidewalk Master Plan
2. Incorporate bicycle and walkability infrastructure into road improvements wherever feasible

### Provide Dedicated Parking for Rail Trail on Broadway (Rt-28).

Provide dedicated parking for the Rail Trail on publicly owned lots in the Depot District and partner with Rail Trail-adjacent businesses across from Duffy Ave to open parking lots for Rail Trail visitors.

- Work with businesses adjacent to Rail Trail across from Duffy Ave (TSR Hockey, Highline Auto Sales, Title Cash, Amore Pizza, and Taco Bell) to open parking lots for Rail Trail visitors.
- Provide dedicated parking for Rail Trail on publicly owned lots in the Depot District.

Note: This recommendation is closely related to the **Depot Village** recommendations under the **Gathering Spaces** plan pillar.

### Develop Town Gateway & Wayfinding Program

Invest in updated, unified signage to welcome people and help them find their way. This will reinforce the Town Center(s) and Town Connectors for visitors and residents alike.

Note This recommendation is closely related to and should be coordinated with the **Historic Town Center** and **Depot Village** recommendations under the **Gathering Spaces** plan pillar.

### Explore Feasibility of Enhanced Transit Service

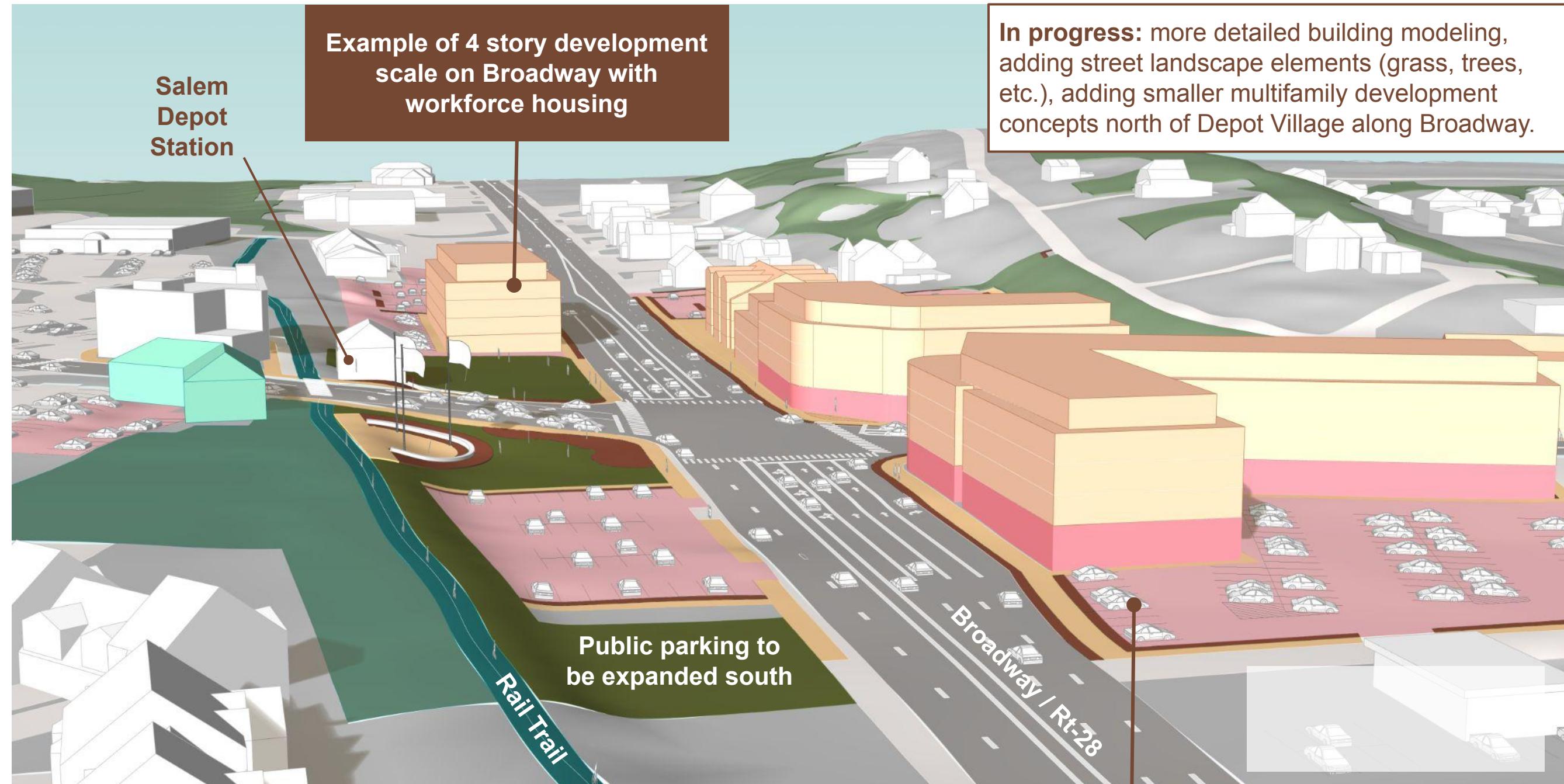
Pursue grant funding and explore partnerships with CART and major anchor employers, property owners, and investors to create a focused transit service to connect key Town amenities (e.g. Tuscan Village, Historic Town Center, Civic Core, Senior Center, Healthcare) for all residents. This should build on the existing CART “shopper shuttle” and on-demand service.

# MIXED USE CORE

## Big Move

**Expand boundaries and update the use and design standards of the Depot Village Overlay District to encourage walkable mixed use development and workforce housing along Broadway.**

- **By-Right:** 3 story max, allowing residential only
- **Bonus:** two story bonus (up to 5 stories max) if both ground floor retail and workforce housing is delivered, one story bonus (4 stories max) if only one is included. To qualify for these bonuses the development must:
  - Dedicate at least 33% of the ground floor area and 80% of the street frontage to commercial, street-activating uses
  - Deliver at least 12.5% workforce housing, using Variety Standard
- Minor Updates to Design & Parking Requirements (e.g. for parking - reduced minimums, consider maximums)



Note: This recommendation is integrated with the **Workforce Housing Variety Standard** recommendation under the **Missing Middle Edges** plan pillar.

**Example of 5 story development scale on Broadway with commercial ground floor + workforce housing**

# MIXED USE CORE

## Supporting Strategies

### Promote Neighborhood-Scale Mixed-Use Development to Activate Main Street

Leverage zoning and programmatic support to activate Main Street as a more walkable and intimately scaled corridor connecting the “new” commercial Salem along Broadway to the historic and civic anchors of small town Salem. To accomplish this, it is critical that Main Street is a supportive environment for small businesses and diverse smaller-scale housing.

- Zoning:** create a unified corridor zoning along Main Street from that allows for a wider range of uses.
- Programmatic:** technical assistance and small grant programs that support the incubation of small businesses and restoration of historic residential properties.

Start out by focusing in the immediate vicinity of the Depot and the Historic Town Center, and then over time work to connect these bookends to the concentration of civic uses along Geremonty Drive.



### Transition Support for Existing and New Businesses

Proactively develop business support technical assistance and grant programs focused on two pain points in the redevelopment process:

- Help existing businesses displaced by redevelopment to find alternative locations in Salem, and
- Help reduce the cost for the first generation tenants of newly built commercial spaces by providing targeted help for the fit-out of core and shell commercial spaces that need to be built out with finish materials appropriate to the desired type of commercial tenant.

### Tie Public Amenities and Infrastructure Investment to Development

Within the expanded Depot Village Overlay District, identify projects that would provide the amenities, services, and infrastructure to support this level of density, and tie development approvals to delivery of these public benefits.



### Cultivate Job-Rich Commercial and Industrial Development Along I-93

Continue to monitor for anticipated turnover and vacancies in car-oriented commercial areas and encourage redevelopment that prioritizes living-wage jobs and local services and amenities. This should include but not be limited to the existing Business Innovation District Overlay.

### Continue to Maintain and Refine Business Tax Incentives

Continue to encourage economic development, a healthy commercial tax base, and thriving businesses through the maintenance and refinement of the Commercial and Industrial Property Tax Incentive (RSA 72:81) and Economic Revitalization Zones (ERZs).

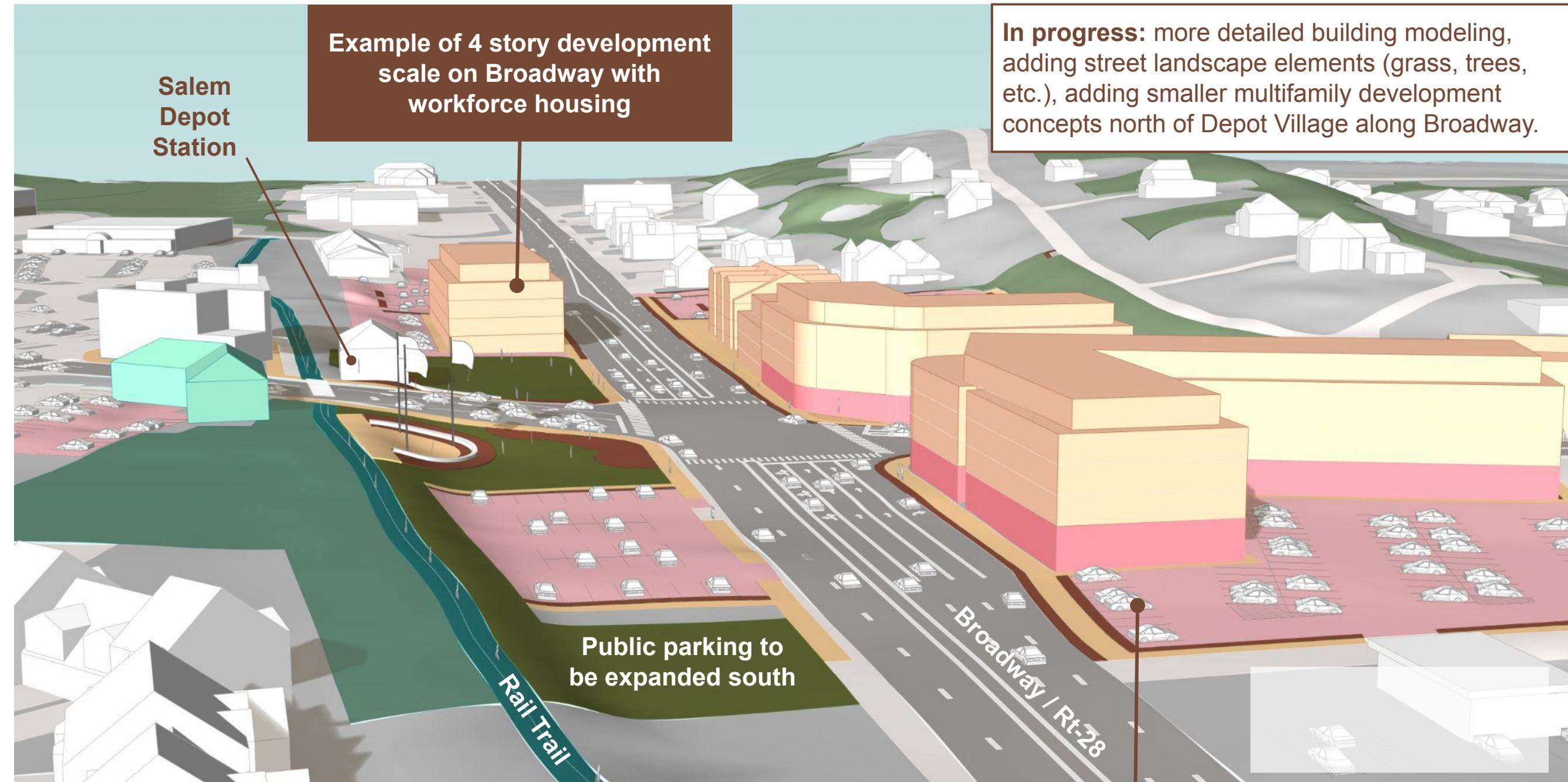
# MISSING MIDDLE EDGES

## Big Move

### Rezone for multi-family residential north of Depot.

Update zoning along Broadway north of Depot to encourage multi-family housing options that are compatible with the existing scale of residences surrounding the corridor.

- **By-Right:** 3 stories max, allow/encourage small multifamily housing typologies based on siting (Rt-28/Depot vs. Side Street vs. Cul-de-Sac)
- **Bonus:** two story bonus (up to 5 stories max) if workforce housing is delivered
  - 12.5% workforce housing (using Variety Standard) would be required to qualify for bonus



Note: This recommendation is integrated with the **Workforce Housing Variety Standard** recommendation under the **Missing Middle Edges** plan pillar.

Example of 5 story development scale on Broadway with commercial ground floor + workforce housing

# MISSING MIDDLE EDGES

## Supporting Strategies

### Workforce Housing Variety Standard

Introduce a variety standard to Salem's existing Workforce Housing Ordinance (2021) for all new multifamily housing projects which exceed the density allowed in the underlying zoning district.

#### Current Requirement:

At least 10% of units shall be affordable to households at or below 60% AMI

#### Suggested Requirement:

At least 12.5% of units shall be affordable to moderate-income households:

- 7.5% of units affordable to households at 60% AMI
- 5% of units affordable to households at 80% AMI

**AMI** = area median income for Lawrence, MA PMSA - NH Portion, as reported by the U.S. Department of Housing and Urban Development.

**Affordable** = housing costs are no more than 30% of gross household income



### Enable Missing Middle Housing Types in Town Center Walkshed

Encourage missing middle housing types like duplexes, townhouses, and 4-12 unit courtyard apartments on larger parcels with sewer access, and especially in areas within a 15 minute walk of the Depot, Historic Town Center, and/or the Civic Core.

These areas should also be considered for more flexible parcel subdivision rules and/or site plan regulations that encourage condominium standards that would allow smaller single family and cottage cluster development typologies that are ideal for "starter homes" and seniors looking to downsize and age in place.



### Promote Accessory Dwelling Units (ADUs) Townwide

Promote Accessory Dwelling Units (ADUs) townwide through policy and programmatic efforts, with a focus on how ADUs can help to meet housing needs for the local workforce and seniors aging in place.

Ideas include fine-tuning zoning as well as enhancing the current ADU how-to guide and pair with a support program that includes owner-occupant financing strategies focused on young families and seniors aging in place.



### Establish a State Housing Opportunity Zone in Salem

Establish a Housing Opportunity Zone, as defined in the 2021 State Housing Opportunity Zone legislation, that encompasses the Mixed Use Core Zone, Missing Middle Edges Zone, and Town Center Walkshed in order to make market delivery of workforce housing more financially viable.

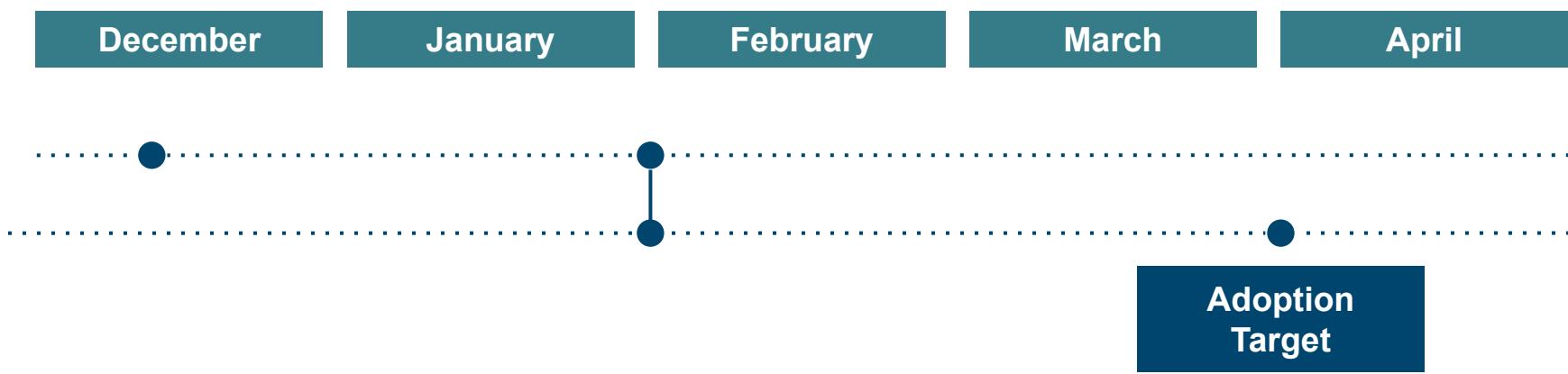
# Next Steps



**Plan Website**

## 1. Finalize Draft Plan for Public Comment

*Revision of recommendations and graphics to address feedback from public (via Draft Plan survey and workshop comments) and Steering Committee from today's meeting.*

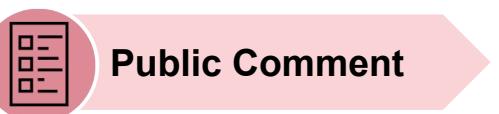


## 2. Joint Planning Board & Steering Committee Meeting

- a. When: January/February
- b. Focus: Draft Plan for Public Comment

## 3. Draft Plan Public Comment

*We expect the full draft plan to be available for public comment for approximately one month, followed by a 2 week revision period.*



Public Comment

Revisions

## 4. Planning Board Adoption Meeting

- a. When: March/April
- b. Focus: Final Plan Refinements for Approval



A historical panoramic map of a town, likely from the late 19th or early 20th century. The map shows a dense cluster of houses and buildings in the foreground, with a large industrial complex featuring several large buildings and a tall smokestack emitting smoke. A river or canal runs through the town, with labels for 'CENTRAL' and 'MAIN' streets. In the background, rolling hills and mountains are visible under a clear sky. The map is rendered in a detailed, woodcut-style perspective.

Thank You!