TRANSPORTATION

For the Town of Salisbury

A safe and efficient transportation network is an essential component for the development of a well-functioning and accessible community. Informed and thoughtful transportation planning is an essential part of guiding development in order to preserve valued features of the community while achieving and enhancing community goals. Salisbury's transportation system and its connections to the regional and state network provide access to the goods and services that residents and commerce require. It plays a large role in the development of the Town, and in defining the Town's rural character. With any future development, balancing the desires of residents to maintain Salisbury's rural character with the increasing demand on the transportation system will be vital to the Town's future.

All land use activities, regardless of scale or type require access to adequate transportation routes and are most likely to locate where access is the easiest and least costly. Due to the financial commitment required for the improvement and maintenance of an adequate transportation system and the direct relationship between land use patterns and traffic circulation, the identification and analysis of current transportation needs is crucial to for the orderly accommodation of growth and development. This section of the master plan is intended to provide such an analysis, while also enabling the Town of Salisbury to fully participate in all levels of transportation planning – local, regional, state and federal.

CHAPTER VISION

Promote the improvement of public roads in Salisbury; Encourage a cost-effective but well-maintained transportation system to meet the mobility needs of all local residents by providing for the efficient movement of people, goods, and services within Town and throughout the region; Maintain a commitment to the rural and historic character of the community by ensuring access management and regulation of proper development along roads; and Develop a bicycle and pedestrian trails system that utilizes Class VI roads, US 4 and NH 127, and the open spaces and forests of the community for recreational and transportation use.

In order to fulfill these purposes, data is provided for all sectors of local transportation and Recommendations are formulated to help achieve the vision this Chapter has set out to accomplish.

The six maps of the Chapter, Roads by State Legislative Class, Roads by Federal Functional Class, Bridges, Average Annual Daily Traffic Counts, NHDOT Pavement Conditions 2014, and Reportable and Locatable Vehicle Crashes 2010-2014, can be found at the end of the Chapter.

COMMUNITY SURVEY RESULTS

In preparation for the Master Plan update, a Community Survey was available for residents to provide input. Like many municipalities in the Central NH Region, Salisbury has a long history of residents with strong ties and commitment to their community.

Completed in 2016, the Survey demonstrated resident's appreciation of Salisbury's rural setting and unpolluted natural environment. The majority of survey respondents reported concerns over the intersection configuration of US 4 and NH 127, some cited US 4 as hazardous for pedestrians and cyclists. Nearly sixty percent of responders were in favor of keeping Salisbury's local roads unpaved.

Comment responses regarding the quality of roads were mixed. Respondents indicated quality of roads are Fair (50%), while many indicated the quality is Good (43%). While respondents indicated the remaining unpaved Class V roads do not need to be paved (60%), they felt the roads should be maintained to a higher standard.

Community Survey Question 6:
In your opinion, what is the general year-round condition of the roads you travel on in Salisbury?

Q. 6	Total	Percentage
Good	36	42.9%
Fair	42	50.0%
Poor	6	7.1%
No opinion	0	0.0%
Total	84	100.0%

Community Survey Question 5:
Should the Town develop a long-term plan to pave the remaining Class V (Town-maintained) gravel roads?

Q. 5	Total	Percentage
Yes	29	34.5%
No	50	59.5%
No opinion	5	6%
Total	84	100.0%

Respondents did not favor development along Class VI Roads (45%), but a surprisingly high number did support development on these Town unmaintained roads (39%).

Community Survey Question 7:
Do you support development along Class VI roads?

Q. 7	Total	Percentage
Yes	32	38.5%
No	37	44.6%
No opinion	14	16.9%
Total	83	100.0%

A follow up question asked, if Class VI development did occur, how far should it occur from a Class V road. Responses were mixed, with a majority indicating No Opinion (27%). However, remaining respondents replied development Depends on Soil/Topography (24%), should occur Greater than 1,000 Feet (22%) from the Class V Road and should occur 600 Feet (21%) from the Class V Road.

Community Survey Question 8:

If so, at what distance should development along the road occur as measured from the nearest Class V (maintained) road? The current maximum distance is 600 ft.

Q. 8	Total	Percentage
600 Feet	13	20.6%
1,000 Feet	4	6.4%
Greater than 1,000 Feet	14	22.2%
Depends on Soil/Topography	15	23.8%
No Opinion	17	27.0%
Total	63	100.0%

A number of ideas materialized from the 2013 Village Charrette for transportation. The focus was on a pedestrian-friendly Village with walking paths to community facilities, safe crossings, and constructing a walking loop within the Village, traffic calming and better signage.

SALISBURY VILLAGE CHARETTE

In June 2013 the Town of Salisbury partnered with the Mettee Planning Team to conduct a series of meetings and interviews with residents and Town officials in order to create a vision for the Crossroads Village Area. The results were a graphic design of the area and series of recommendations and strategies to create the village concept. Based off the citizen engagement there were several common themes that included: making the area more pedestrian friendly, consistent building design and aesthetics, mixes of different uses, improved safety on US 4 and NH 127, parks and green spaces, better signage and cultural activities.

The strategies for improving circulation where aimed at creating a more pedestrian friendly, safer environment and connecting community activity centers. Recommendations included creating a path from the school to the ballfield, proving safe crossings, developing a pedestrian loop within the village area, adding welcoming gateway signs and encouraging traffic calming measures on US 4 (Old Turnpike Road).

EXISTING TRANSPORTATION NETWORK

A key component in planning for future transportation improvements in a community is to carry out a complete inventory of the existing transportation infrastructure serving the Town. As previously mentioned, Salisbury's transportation network is dominated by US 4 (Old Turnpike Road) and NH 127 (South Road/Franklin Road). Other roads such as Warner Road, West Salisbury Road/ Mill Road/Bay Road, Hensmith Road, Center Road/New Road, and North Road provide additional linkages within Salisbury and to surrounding Towns.

HIGHWAY CLASSIFICATION & BLOCK GRANT AID

The State Aid classification system, which is identified by NH RSA 229:5 and 229:231, establishes responsibility for construction, reconstruction, and maintenance as well as eligibility for use of State Aid funds. This classification system also provides a basic hierarchy of roadways.

Of the seven possible state classifications, Salisbury's roads primarily fall into four of these: Class II, Class V, Class VI and private roads. Only a tiny segment of Class III Road (0.01 miles of the Kearsarge Mountain road) is located in Salisbury. Salisbury's road system is typical of most New Hampshire Towns, in that the most mileage is accounted for by Class V roads. Table 7.2 displays roadway mileage by classification. It should be noted that NHDOT data identifies all of Gerrish Road as a Class V road when in fact the Town does not maintain the entire road.

The state provides funding to Towns for road maintenance on Class IV and V roads in the form of Highway Block Grant Aid. Table 7.1 shows the Block Grant Aid Salisbury has received over the last five fiscal cycles. These funds are distributed by the State of New Hampshire on a yearly basis with partial disbursements made four times a year. The payments are made as follows: 30% in July, 30% in October, 20% in January and 20% in April with unused balances carrying over. The funds come from a portion of the total road toll and motor vehicle registration fees collected by the State. The funds can only be used to fund or match funding for constructing, reconstructing or maintaining Class IV and V (Town maintained) highways as well as equipment for maintaining local roads.

The funds are allocated from an annual apportionment of not less than twelve percent (12%) of the total highway revenues collected from the preceding year. As seen in Table 1, Salisbury received more funds in 2011 and 2012 because of the State's increased revenue due to the American Recovery and Reinvestment Act.

Similarly, the impact from the Senate Bill 357 (the road toll or gas tax) increased the grant in 2016. Half of that total apportionment is distributed based on population and the other half is distributed based on Class IV and V road mileage. This equates to about $1,200 per mile of Class IV and V highway and about $11 for each person.

A second apportionment of funds is allocated from a sum of $400,000. The formula for disbursement is based on the value of property and roadway miles. The formula is designed to give the greatest benefit to municipalities with low property values (on an equalized basis) and high road mileage.

To ensure Salisbury receives the proper allotment it is crucial to provide accurate information regarding Class IV and Class V road mileage to NHDOT. Highway Block Grant Aid distribution formulas do not take into consideration the condition of roads or the traffic on municipal roads.

Table 7.1: Highway Block Grant Aid payments for Salisbury

2011	2012	2013	2014	2015	2016
$66,320	$ 64,628	$ 57,191	$ 57,378	$ 57,767	$ 65,336

Source: New Hampshire Department of Transportation

Table 7.2: State Legislative Class of Roads in Salisbury

Class II: State Aid Highways	**9.8 miles**	Percentage
All existing or proposed highways on the secondary state highway system, excepting portions of the highways within the compact sections of Cities and Towns, which are classified as Class IV highways. All sections improved to the state standards are maintained and reconstructed by the state. All other sections must be maintained by the city or Town in which they are located until brought up to state standards. The same applies to bridges on Class II highways.		16.6%
Class III: Recreational Roads	0.01 miles	
All roads leading to, and within, state reservations designated by the Legislature. NHDOT assumes full control of reconstruction and maintenance.		57.6%
Class V: Rural Highways	34.1 miles	
This classification consists of all traveled highways that the Town or City has the duty to maintain regularly.		22.3%
Class VI: Unmaintained Highways	13.2 miles	
Unmaintained Highways: This class consists of all other existing public ways, including highways discontinued as open highways and made subject to gates and bars, and highways not maintained and repaired in suitable condition for travel thereon by the Town for five (5) or more successive years.		
Private Roads	2.1 miles	
Private Roads are not part of the Town network but may be open to travel.		3.5%

Source: New Hampshire Department of Transportation

FEDERAL FUNCTIONAL CLASSIFICATION SYSTEM

The functional classification system identifies roads by the type of service provided and by the role of each highway within the state system based on standards developed by the US Department of Transportation. While the state aid classification system outlined above is the primary basis for determining jurisdiction, the following system is important for determining eligibility for federal funds.

Recognition of the principal function that a highway, road, or street is intended to serve can reduce potential conflicts between land use activities and traffic movements. For example, from a theoretical standpoint, residential development should never be permitted or encouraged to locate along major highways due to the opportunity for direct land use/traffic conflicts. The need for direct access to residential properties causes numerous left turn and crossover movements as well as ingress/egress movements, all of which slow and/or interrupt the smooth flow of traffic, while substantially increasing the potential for crashes to both pedestrians and vehicles. The five basic functional classifications are described below.

Generally, future development in Salisbury should only be permitted to take place at locations where the primary road function is appropriate for the type of development proposed. As part of its Site Plan Review Regulations, the Planning Board should consider the functional classification of any road on which development is proposed to ensure that the proposed development is appropriate for the existing roadway function.

TRANSPORTATION ADVISORY COMMITTEE

The regional transportation planning process in the Central NH Region is driven by bottom-up community participation through the Planning Commission's Transportation Advisory Committee (TAC). The TAC is an advisory committee to CNHRPC and is comprised of

representatives from all twenty (20) Central NH communities. TAC representatives vary from municipal staff, such as Town planners and road agents, to municipal officials, such as planning board members and selectmen. CNHRPC and NHDOT work collectively to inform all members of the TAC regarding transportation at the local, regional and state level. The members act as liaisons between CNHRPC, municipal and state officials as well as the general public.

TAC Members provide input on transportation related issues and the needs of the local and regional communities in Central New Hampshire. This is done partially by assisting CNHRPC staff with the development of transportation related plans and programs including the regional Transportation Improvement Program (TIP). The regional TIP is the plan where projects originate from for the statewide Ten Year Plan (TYP). The TYP identifies and prioritizes the critical transportation projects in New Hampshire in an ongoing effort to address transportation needs at the local, regional and statewide levels. The TYP is updated every two years – allowing transportation priorities to be revisited, existing projects to be removed as appropriate and allowing new projects including, roads, bridges, transit, rail and aviation projects to be added.
CNHRPC staff also work with the TAC to solicit and provide guidance on local projects such as Road Surface Management Systems and Road Safety Audits. A well informed, well represented Transportation Advisory Committee is essential in regional coordination and the success of CNHRPC transportation planning activities.

Table 7.3: Federal Functional Class of Roads in Salisbury

Principal Arterial/Controlled Access	**0.0 miles**	Percentage
These highways consist of interstates and some primary state routes that form the basic framework of the State roadway system. They primarily function as the main routes for interstate commerce and traffic.		0%
Minor Arterials	**0.0 miles**	
These roadways primarily serve as links between major population areas, or between distinct geographic and economic regions.		0%
Major Collectors	**9.8 miles**	
This classification consists of all traveled highways that the Town or city has the duty to maintain regularly.		16.5%
Minor Collectors	**0.0 miles**	
These roads provide access to smaller communities within a geographic area or economic region. They also serve as links between two or more major collectors.		0%
Local Roads	**34.2 miles**	
These roads and streets are used primarily to provide access to adjacent properties. These roads have numerous turning movements in and out of abutting driveways and curb cuts.		57.7%
Class VI or Private Roads	**15.3 miles**	
Not part of Town network but may be open to travel.		25.8%

Source: New Hampshire Department of Transportation

BRIDGE NETWORK

Bridges are a key component of the highway system. Bridges are the most expensive sections of roads, and a lack of adequate bridges can create transportation bottlenecks, which are often difficult to remedy.

The New Hampshire Department of Transportation (NHDOT) maintains an inventory of all bridges and culverts, with a span over 10 feet, in New Hampshire using Federal Sufficiency Ratings (FSR), a nationally accepted method for evaluating bridges. An FSR represents the relative overall effectiveness of a bridge as a modern day transportation facility. With an FSR greater than 80 a bridge is generally accepted to be in good condition overall. A bridge having an FSR between 50 and 80 is eligible for Federal bridge rehabilitation funding. A bridge with an FSR less than 50 is eligible for either Federal bridge replacement or rehabilitation funding. These ratings are based on modern, federally accepted standards, and often historic bridges do not meet these standards.

Table 7.4 displays the bridges in Salisbury as listed on the NHDOT Bridge Summary. The classification of Structurally Deficient or Functionally Obsolete does not mean that the bridge is necessarily unsafe for use. Rather, it indicates that the bridge does not meet a particular standard, for example it is a one lane bridge or has a particular feature that is outdated. Only five bridges are listed in Salisbury all of which are the responsibility of the Town.

TRAFFIC VOLUMES

The Central New Hampshire Regional Planning Commission (CNHRPC) collects traffic count data for the New Hampshire Department of Transportation (NHDOT) in accordance with federal guidelines under the Federal Highway Performance Monitoring System (HPMS).

Table 7.4: Bridges in Salisbury

Bridge	Location	FSR	Deficiency	Owner	ADT/ Year	Inspection Year
W. Salisbury Rd	Blackwater River	94.3	ND	Town	200 / 1984	Mar 2010
Mountain Rd	Blackwater River	91.6	ND	Town	50 / 1984	Dec 2011
Warner Rd	Blackwater River	94.3	ND	Town	200 / 1984	Mar 2010
North Road	Billy Mowe Brook	99.9	NA	Town	290 / 2008	Mar 2010
Gerrish Road*	Stirrup Iron Brook	64.5	NA	Town	100 / 1984	Mar 2010

*FO= Functionally Obsolete NA=Not Available ND=Not Deficient ADT= Average Daily Traffic *not Town maintained*

Source: NHDOT

Figure 4 displays the Average Annual Daily Traffic (AADT) volumes for 2009 – 2015, which are published on the NHDOT website at http://www.nh.gov/dot/org/operations/traffic/documents.htm. AADT is a basic measure of traffic demand for a roadway and represents the volume of traffic travelling in both directions. As stated above, CNHRPC provides traffic count data to the NHDOT, who then calculates the AADT by applying correction factors to raw data to account for weekday and seasonal variations in traffic volumes.

Highways and roads in Salisbury have shown little or no change in AADT on most roads in the community from 2009-2015, most volumes either stayed the same or decreased. The largest decrease in traffic volume was seen on NH 127 at the Franklin Town line. The largest volume counted in 2015 for Salisbury was an AADT of 3000 on US 4 at the Boscawen Town Line.

ROADWAY CONDITIONS

Pavement condition data from 2014 was obtained from the NHDOT's Pavement Management Section for state-maintained roads and is displayed in Figure 5. The pavement condition is rated based on its Ride Comfort Index (RCI), which is calculated directly from the average pavement roughness measured in the left and right wheel paths of roadways. That data indicates that condition along NH 4 in Salisbury are generally in fair to poor condition with most the road segments requiring some or major work. NH 127 is a Tier 3 or lower road and receives limited maintenance by NHDOT. Most sections of NH 127 have been improved since the pavement condition data was collected.

Many communities in New Hampshire have begun to establish Road Advisory Committees and implement Road Surface Management Systems (RSMS) to help prioritize road improvements and develop a transparent system for short, medium and long term improvements. The Central New Hampshire Regional Planning Commission offers a RSMS at no cost to its member communities. RSMS is basically a methodology intended to provide an overview and estimate of a road system's condition and the approximate costs for future improvements. RSMS provides a systematic approach for local officials to answer basic questions about their road system, to gauge current network conditions and to guide future improvement and investment in line with municipal Capital Improvement Programs.

Salisbury can be commended for developing a Capital Improvement Program that identifies future highway projects. The Salisbury 2016 Town Report listed the six (6) projects programmed between 2017 and 2022. The Road improvements, one per year consecutively, were North Road (4 Phases) and Raccoon Hill Road (2 Phases).

MOTOR VEHICLE CRASHES

Motor vehicle crash data from 2009 – 2013 was obtained from NHDOT, who receives the data from the Department of Safety for crashes with over $1,000 in damage. The data represents roughly 80% of all crashes with over $1,000 in damage that took place during this time period; the remaining 20% of crashes are not locatable based on the information contained in the crash reports. Locatable crashes that occurred in Salisbury were reviewed and are summarized graphically on Figure 6 and in summary tabular form for the most frequent locations in Tables 7.5 and 7.6.

Table 7.5: US 4 Cumulative Crash Data, 2011-2015

Road or Intersection	Crash Type				Crash Severity						Conditions	
Length 5.3 miles	Type	Description	Type Total	Intersection	Fatality	Incapacitating	Non-Incapacitating	Possible	Unknown	No Apparent Injury	At night	During snow, rain, or sleet
US 4 from Boscawen Town Line to Andover Town Line	Collision	Other Motor Vehicle	4	1			2	2			2	
	Collision	Animal	2							2	1	
	Collision	Fixed Object	12		1		4	2		5	5	4
	Collision	Parked Motor Vehicle	1							1		1
	Non-Collision	Unknown	1							1	1	
Location Totals			20	1	1		6	4		9	9	5

Source: NHDOT/NH Department of Safety

Table 7.6: NH 127 Cumulative Crash Data, 2011-2015

Road or Intersection Length 4.4 miles	Crash Type				Crash Severity						Conditions	
	Type	Description	Type Total	Intersection	Fatality	Incapacitating	Non-Incapacitating	Possible	Unknown	No Apparent Injury	At night	During snow, rain, or sleet
NH 127 from Franklin Town Line to Webster Town Line	Collision	Other Motor Vehicle	4				2			2		
	Collision	Fixed Object	5					1		4	2	1
	Non-Collision	Other	2				1			1	1	1
	Non-Collision	Overturn	1							1	1	1
Location Totals			12				3	1		8	4	3

Source: NHDOT/NH Department of Safety

Table 7.7: Crash Hot Spots 2011-2015

State Maintained Highways	Number Crashes 2011-2015
US 4 – Old Turnpike Road	20
NH 127 – S Road/Franklin Rd	12
Town Maintained Roads	**Number of Crashes 2011-2015**
Warner Road	5
New Road	4
West Salisbury Road	3
Raccoon Hill Road	3
Hensmith Road	2
Intersection Locations	**Number of Crashes 2011-2015**
US 4 with Hensmith Road	2
US 4 with NH 127 & Mutton Road	1

Source: NHDOT/NH Department of Safety

The crash counts at the intersections are also included in the roadway totals. It is also reasonable to assume that a number of smaller crashes may also have occurred during this time period which did not require assistance from the Police Department.

Any crash reported in Salisbury are a cause for concern and should be monitored at regular intervals to determine locations where improvements are needed on account of safety**.**

Table 7.7 identifies areas where frequent vehicle crashes occurred between 2010-2014. The most numerous crashes occurred on US 4/Old Turnpike Road (20) and NH 127/South Road/Franklin Road (12). On Town maintained roads, the most crashes occurred on Warner Road (5) and New Road (4).

COMMUTING PATTERNS

The US Census Bureau's American Community Survey (ACS) is an ongoing survey that provides data every year in the form of 1-, 3- and 5-year period estimates representing the population and housing characteristics over a specific data collection period. The ACS differs from the decennial Census in that the Census shows the number of people who live in an area by surveying the total population every 10 years. The ACS shows how people live by surveying a sample of the population every year. ACS collects and releases data by the calendar year for geographic areas that meet specific population thresholds; for areas with populations under 20,000, such as Salisbury, 5-year estimates are generated. The most recent release represents data collected between January 1, 2010 and December 31, 2014.

Journey to Work Commuting data from the 2010-2014 five-year estimates for Salisbury were reviewed and are displayed graphically in the charts below. In general, the majority of the working population residing in Salisbury works outside of the community but within New

Hampshire, drives to work alone, and commutes an average of about 32.7 minutes to work. It should be noted that the category "Public Transportation," is an option under "Means of Transportation to Work," however, there were zero respondents who chose that option and only 2% were able to walk to work.

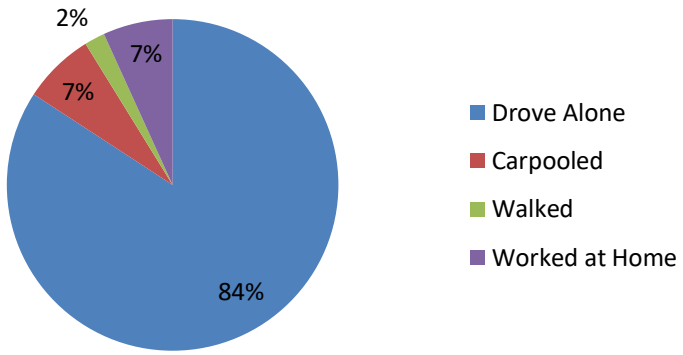
Depicted in Figure 7.7, as is typical in most New Hampshire Towns, the most popular transportation option for Salisbury residents is the private automobile. Salisbury residents drove alone to work (84%) while 7% of people worked at home. Carpooling, where one or more passengers accompany the vehicle driver to a shared destination point was also 7%. The closest park and ride lot on US 4 in Boscawen is heavily utilized and has been found to be over capacity on occasion.

Figure 7.2 shows that 57% of Salisbury's residents travel time to work exceeds 30 minutes. This statistic highlights the importance of the arterial and collector road system that serves the Town. In all future planning decisions, at the local, regional or state level, Salisbury should ensure that the functionality of these important routes is maintained and that future land-use and transportation decisions support Salisbury's road network to ensure continued ease of access for residents and visitors to the Town.

Displayed in Figure 7.3, most of Salisbury's workforce is employed in the City of Concord (17%), while others are employed in the neighboring Towns to the north, Andover and New London (12%). More people are employed in Nashua (5%), over an hour drive, than are employed in the next door City of Franklin (3%).

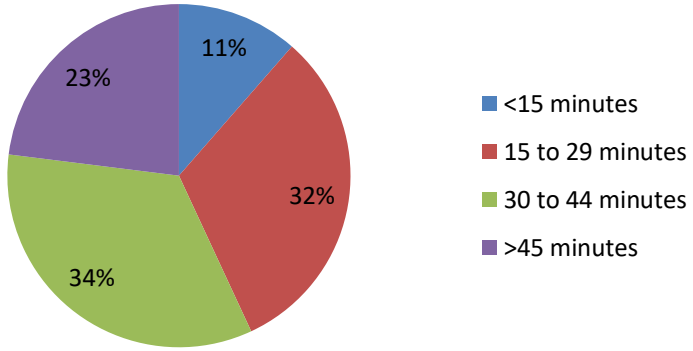
The most workers (49%) are employed at "All other Locations" which is the highest percentage found in the Central NH Region. In reviewing the raw data, the "All Other Locations" are widely distributed to many communities in New Hampshire, Massachusetts, Maine, and even further afield. None of these destinations attract more than 2% each of the total resident workers.

Figure 7.1: Means of Transportation to Work



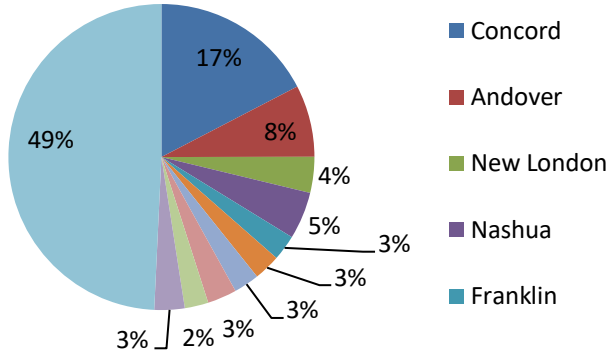
Source: U.S. Census Bureau, 2010-2014 American Community Survey

Figure 7.2: Travel Time to Work



Source: U.S. Census Bureau, 2010-2014 American Community Survey

Figure 7.3: Place of Work (Town or City)



Source: U.S. Census Bureau, 2010-2014 American Community Survey

Understanding the commuting patterns of the labor force in the community can assist in planning roadway improvements that will make important travel routes more efficient, safe, and promote economic growth in a sound and coordinated fashion. Similarly, local residential roads that are not suited for heavy commuter traffic should be identified and this "through traffic" should be minimized wherever viable alternatives can be provided. Traffic counts should be reviewed and analyzed to identify roads that have shown an increase in traffic over the years. Finally, yearly traffic counts should be carried out on roads that the Town sees as a concern in order for reliable usage patterns to be analyzed.

Access Management

Access management involves providing (or managing) access to land development while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. It is the practice of coordinating the location, number, spacing, and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway.

Current planning efforts should focus on all modes of transportation including vehicles, public transit, bicycles, and pedestrians. In general, there are a number of techniques that the Town of Salisbury can use to take a proactive approach to access management.

In Salisbury the limited amount of non-residential development is located along US 4. Access along this corridor needs to be managed as the community grows. Research since the 1940's has consistently found that highways with 50 or more driveways per mile have 2-4 times the number of crashes as compared to highways with 10 to 20 driveway per miles. *Philip Demosthenes, for the International Right-of Way Association Conference June 23, 1999.*

In 1955 a national highway system was the "top national economic and defense priority". With regard to access control the report stated, "One of its principal features in the provision for adequate right of way is to permit control of access to the highway itself. Otherwise, experience shows that the facility becomes prematurely obsolete due to developments crowding against the roadway which make if unfit for the purposes for which it was designed. Control of access to the degree required by traffic conditions is essential to the protection of life and property. It is also essential to preserve the capacity of the highway. So far as the investment of funds in major roads is concerned, provisions for control of access to the extent required by traffic is fundamental." *A Ten Year National Highway Program, 1955.*

The Town of Salisbury does not currently face the level of congestion and crashes along its major highways found in more urban or suburban locations through the region. New development should not use the highways to facilitate on site circulation and existing driveway should be consolidated where ever the opportunity is available.

A number of actions will help ensure access management is integrated into the community:

1. Think land use AND transportation.
Before approving a subdivision, site plan or rezoning, consider what road design and improvements will be needed to support the development and link it to the surrounding area.

2. Link access regulations to roadway function.
Access requirements in your zoning and subdivision regulations should fit each roadway's functional classification. Recognize that the greatest access control is needed for those roads intended to serve longer, higher speed trips.

3. Connect local streets between subdivisions.
Give your residents convenient options for travel from one neighborhood to another by connecting local streets from one subdivision to the next.

4. Design subdivisions with access onto local streets.
Avoid lot designs with driveways that enter onto major state or county highways. Orientate business and residential driveways to local streets that feed onto the highway at a few carefully designed and spaced intersections.

5. Practice good site planning principles.
Locate entrances away from intersection corners and turn lanes. Provide adequate space on the site for trucks to maneuver and for vehicles to queue at drive-through windows without backing or stacking on the roadway. Adjacent businesses should provide shared driveways and cross access so customers can make multiple stops without entering the arterial.

6. Correct existing problems as opportunities arise.
Adopt a long range vision for improving access along older, developed corridors. Correct unsafe accesses as individual parcels expand or redevelop. Work with affected property owners to consolidate driveways and provide internal access between parcels. Fill in the supporting roadway network with local access roads as part of the redevelopment process.

7. Coordinate local development plans with NHDOT.
Share plans for subdivisions, **rezoning**, and site plans with affected road authorities early in the development process.

SCENIC ROADS

A major component of a Town's rural character can be its unpaved and scenic roads. These roads help to retain a sense of history and rural quality that Salisbury's residents have indicated a strong desire to maintain. RSA 231:157 allows Towns by a vote at Town meeting to designate any road other than a Class I or II highway as a Scenic Road. A municipality may rescind its designation of a scenic road using the same procedure.

The effect of designation as a scenic road is that, except in emergency situations, there shall be no cutting of trees with a circumference of 15 inches at 4 feet from the ground or alteration of stone walls by the Town or a public utility within the right-of-way without a hearing, review, and the written approval of the Planning Board. This law does not affect the rights of individual property owners; nor does it affect land uses as permitted by local zoning.

In recognition of the fact that the state law is not very stringent, the statute was amended in 1991 to allow Towns to adopt provisions other than what determined by the law. These additional regulations could include giving protection to smaller trees or by inserting criteria

for the Planning Board to use in deciding whether to grant permission. RSA 231:157 is an important piece of legislation for the preservation of culturally important and scenic roads in Salisbury. Its residents cherish the historic and aesthetic qualities of the Town. The Town of Salisbury should therefore consider identifying roads with scenic vistas and aesthetic qualities to protect and preserve the intrinsic qualities of the Town.

The Currier & Ives Scenic Byway, a New Hampshire Designated Scenic Byway starts on NH 127 at the Franklin Town line and proceeds south through Salisbury into Webster, Hopkinton, Henniker and ending in Hillsborough. It is recommended that safe pull-off areas be provided along NH 127 in Webster and to allow for safe view of scenic sites and vistas.

BICYCLE & PEDESTRIAN INFRASTRUCTURE

Residents of Salisbury value the rural and historic character of the Town. In certain locations the volume of traffic and associated speeds can be detrimental to this sense of place that was evident in the community survey. Pedestrian facilities, such as paved sidewalks and gravel walking paths are essential features for roadways with high volumes of traffic or high speeds. The primary purpose of sidewalks is to improve safety for pedestrians by separating them from travel lanes of roadways. In addition to this, sidewalks can also serve as a source of recreation for residents, a non-motorized mode of travel, serve to beautify an area, or stimulate economic activity in village settings.

Similar to the provision of pedestrian infrastructure, planning for a bicycle network requires a different approach from that of motorized transportation planning. Bicyclists have different needs from those of motorists, including wider shoulders, better traffic control at intersections, and stricter access management.

PUBLIC TRANSPORTATION

The median age in Salisbury is 41.1 years which is on par with the State of NH and Merrimack County, while 13.7% of the population in Salisbury is over the age of 65 (2010 US Census). Increase in demand for public transit has been established as a defined need for aging populations throughout the United States.

The Mid-State Regional Coordinating Council for Community Transportation runs a volunteer driver program that serves the region's elderly and disabled populations. The Franklin Senior Center (Community Action Program) provides transportation for individuals 60 and over and seniors in Salisbury are eligible to use this service. The primary purpose or these trips are for essential services and medical appointments (including long distance medical). Currently, there is no charge for both of these systems although donations are accepted.

CLASS VI ROADS & TRAILS

Class VI roads are roads that are not maintained by the Town, may be subject to gates and bars, and normally consist of a gravel or dirt surface. A Class V road can become a Class VI road if the Town has not maintained it for five years or more. Under RSA 674:41, I(c), for any lot whose street access (frontage) is on a Class VI road, the issue of whether any building can be erected on that lot is left up to the "local governing body" (Town Selectmen) who may, after "review and comment" by the planning board, vote to authorize building along that particular Class VI road, or portion thereof. Without such a vote, all building is prohibited.

Even if the Board of Selectmen does vote to authorize building, the law states that the municipality does not become responsible for road maintenance or for any damages resulting from the road's use. The purpose of RSA 674:41, I(c) is to prevent scattered and premature

development. It seems that the residents of Town are in agreement with this law, as a strong view was represented during the community survey and visioning sessions that future development should be limited in remote areas of Town and on Class VI roads.

The Town of Salisbury does not allow the subdivision of land along a Class VI road unless said roadway is brought up to standards for new roads as set forth in the Town of Salisbury Subdivision Regulations. The Town of Salisbury has a significant amount of Class VI Roads (13.2 miles). Many are located where they could provide significant connections to existing open space in Town and the adjacent communities.

Across the State, many communities are beginning to look at Class VI roads as candidates for designation as Class A Trails. These roads have little or no development associated with them, are scenic, have no inherent liability concerns, public access is already allowed, and also serve to connect large areas of open space, conservation, and/or agricultural lands. By reclassifying certain roadways that meet these criteria to Class A Trails, the community could be taking a step in creating a community-wide system of greenway trails. Unlike Class VI roads that the Town does not maintain, Towns, at their option, may conduct maintenance on Class A Trails.

The Town of Salisbury has an extensive system of snowmobile trails on both public and private properties. Class A trail designation can act to preserve and protect portions of these trails. Portions of Gerrish Road, Mountain Road and Range Road are possible candidates for Class A trail designation.

It is important to stress that reclassification of Class VI roads to Class A Trails will not inhibit the access rights of landowners along the roadways. In the case of a Class A trail, landowners can continue to use the trail for vehicular access for forestry, agriculture, and access to existing buildings. However, under such classification, new building development as well as expansion, enlargement, or increased intensity of the use of any existing building or structure is prohibited by New Hampshire Statute. The Town and owners of properties abutting Class VI roads are not liable for damages or injuries sustained to the users of the road or trail.

Class VI roads can be underused assets of a Town's transportation infrastructure, helping to preserve rural character, forests and open space and to provide potential recreational opportunities.

OBJECTIVES OF CHAPTER AND RECOMMENDATIONS

The following Objectives were developed that capture the overall aims of the Chapter. Individual Recommendations were developed that correlate to existing conditions and needs of the community.

OBJECTIVE 1

To work with the New Hampshire Department of Transportation (NHDOT) to ensure State maintained roadways within the Town of Salisbury adequately maintained and achieve a reasonable service life and to improve the safety of State maintained highways which serve commuting traffic on US 4 and NH 127.

→ Work with NHDOT annually to identify which roads are Town maintained, adding any new roads from development or designation.

→ Pursue State Highway Aid grant opportunities to maintain and improve the Town of Salisbury's transportation network. Examples include State Highway Aid and State Bridge Aid programs.

→ Review and analyze traffic counts and crash records to identify roads showing an increase in traffic over the years.

→ Work with the NHDOT to address safety concerns on all State maintained highways in Salisbury.

→ Encourage the NHDOT to improve conditions for motor vehicles and bicycles on the Currier and Ives Scenic Parkway.

OBJECTIVE 2

To guide future development in Salisbury to locations where the primary road function is appropriate for the type of development proposed, to establish access management guidelines to properly plan for the traffic impacts of new developments in Salisbury and to discourage inappropriate, scattered and premature development along Class VI roads in Salisbury.

→ Continue to consider the functional classification of any road on which development is proposed to ensure that the development is appropriate for the existing roadway function by utilizing and updating the Planning Board's Subdivision Regulations and Site Plan Review Regulations.

→ Establish access management standards in the Subdivision Regulations and Site Plan Review Regulations for both Town and State maintained highways.

→ Identify Class VI roads where future development would be appropriate and identify those Class VI roads where development would not be appropriate to retain rural open space.

OBJECTIVE 3

To ensure a safe, reliable, and efficient system of bridges that will meet the transportation needs and goals of the Town.

→ Work with NHDOT to repair, replace, and/or upgrade bridges which have fallen into a serious state of disrepair.

→ Contribute to a Bridge Maintenance Capital Reserve Fund with a specific amount decided by the Board of Selectmen, to be appropriated annually.

→ Consider inspecting the bridges and culvert stream crossings in Town that are Town-owned as part of the Road Agent's annual work program and provide a status report to the Board of Selectmen.

OBJECTIVE 4

To utilize available traffic count data from NHDOT & CNHRPC to identify corridors and routes with potential for impact by future development trends.

→ Examine land use trends and adopt access management policies in locations where traffic may increase to best maintain and promote an efficient transportation network.

→ Continue to work with NHDOT and CNHRPC to identify and conduct traffic counts on roads of concern in the community on an annual basis and incorporate results into transportation planning and Class V road management.

→ Consider creating a long-term traffic counting program with CNHRPC.

→ Publish traffic count data annually on the Town website and in the Town Reports so residents understand trends.

OBJECTIVE 5

To regularly monitor road conditions in the Town to ensure road improvement projects strategically important to Salisbury's transportation network are adequately addressed and to reduce the number of crashes in Salisbury which may be caused by unsafe road conditions or poor transportation infrastructure.

→ Implement a Road Surface Management System (RSMS) to guide the selection and prioritization of infrastructure improvements and maintenance activities such as paving and resurfacing.

→ Engage with the Central New Hampshire Regional Planning Commission (CNHRPC) and the New Hampshire Department of Transportation (NHDOT) to ensure Salisbury's transportation needs and priorities are adequately represented in the both the Regional and the Statewide Transportation Improvement Programs.

→ Review crash location data annually and determine necessary enhancements to improve safety. This action should be undertaken by emergency responders, Fire Chief, Town Road Agent and associated staff/committees.

OBJECTIVE 6

To ensure transportation options are available to all residents of Salisbury regardless of age or socio-economic status by facilitating the creation of a safe and efficient bicycle & pedestrian infrastructure network in selected locations and by encouraging the development of more volunteer driving programs.

→ Continue provide outreach and education to residents about the State Scenic Road Law and its potential for preserving the historic and rural qualities of Salisbury.

→ Adopt and support the statewide and regional bicycle networks and take all available steps to implement them within Town.

→ Research funding opportunities for creating and maintaining a local bicycle & pedestrian network with assistance of the CNHRPC.

→ Consider widening, striping, and paving the shoulders of Town roads where applicable to accommodate bike lanes.

→ Work with the State Police and the Elementary School to promote bicycle safety to school children and residents.

→ Work with the NHDOT to ensure the rehabilitation of US 4 and NH 127 within the community for vehicle safety and to enhance the suitability of both highways as regional bicycle routes.

→ Continue to support and promote the volunteer driver programs currently serving Salisbury.

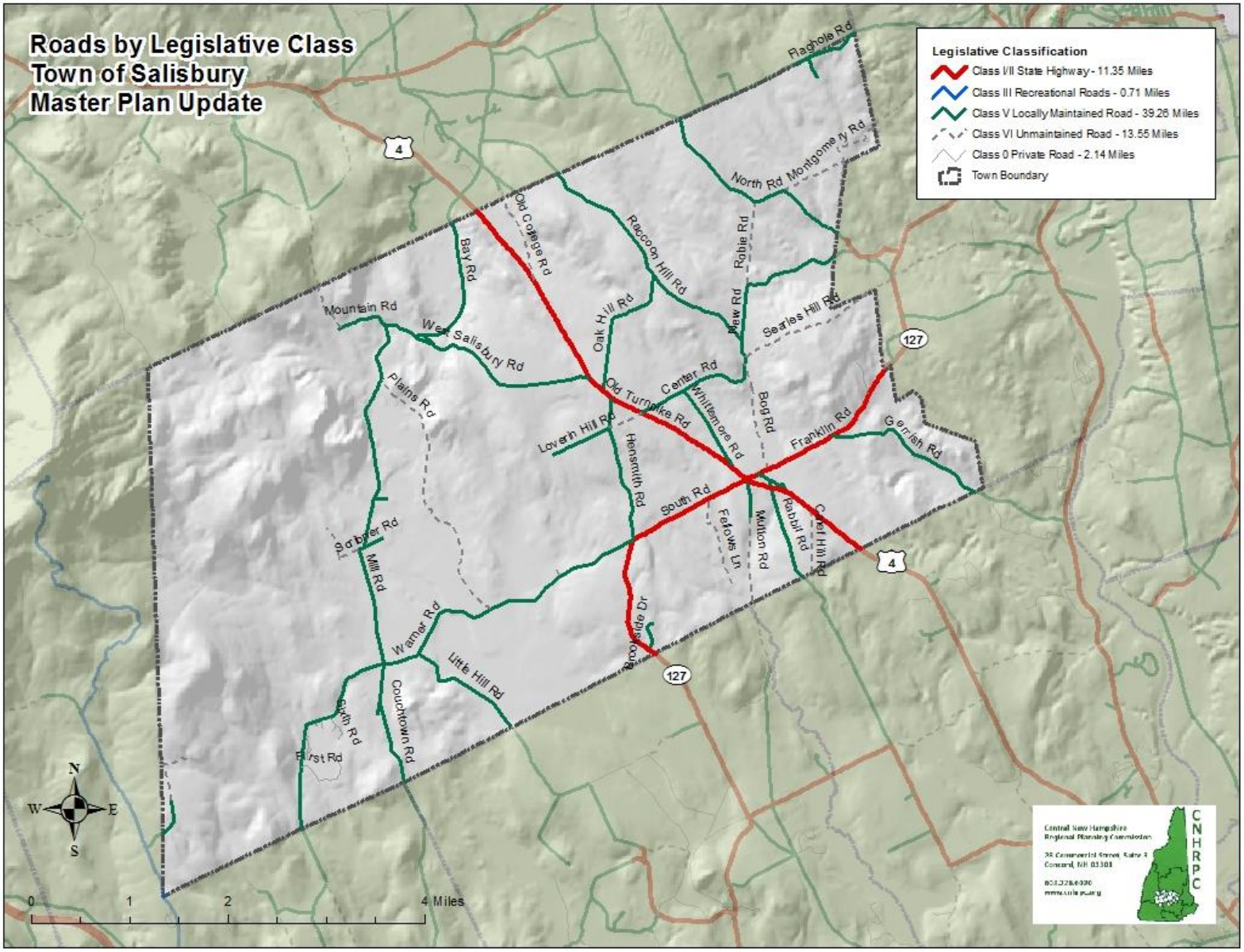
OBJECTIVE 7

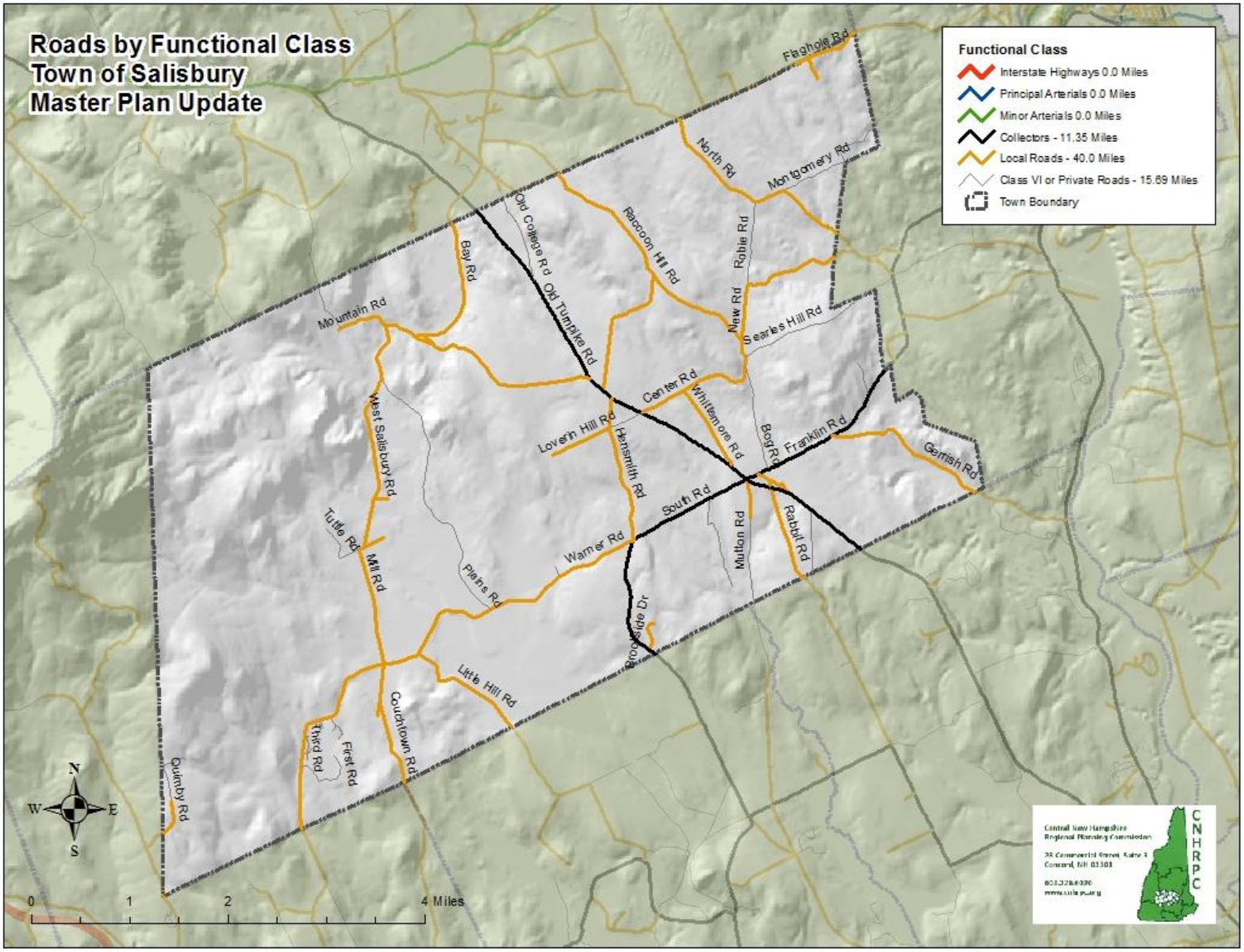
To encourage, support and facilitate an expanded, multi-use Town recreational trail network in Town.

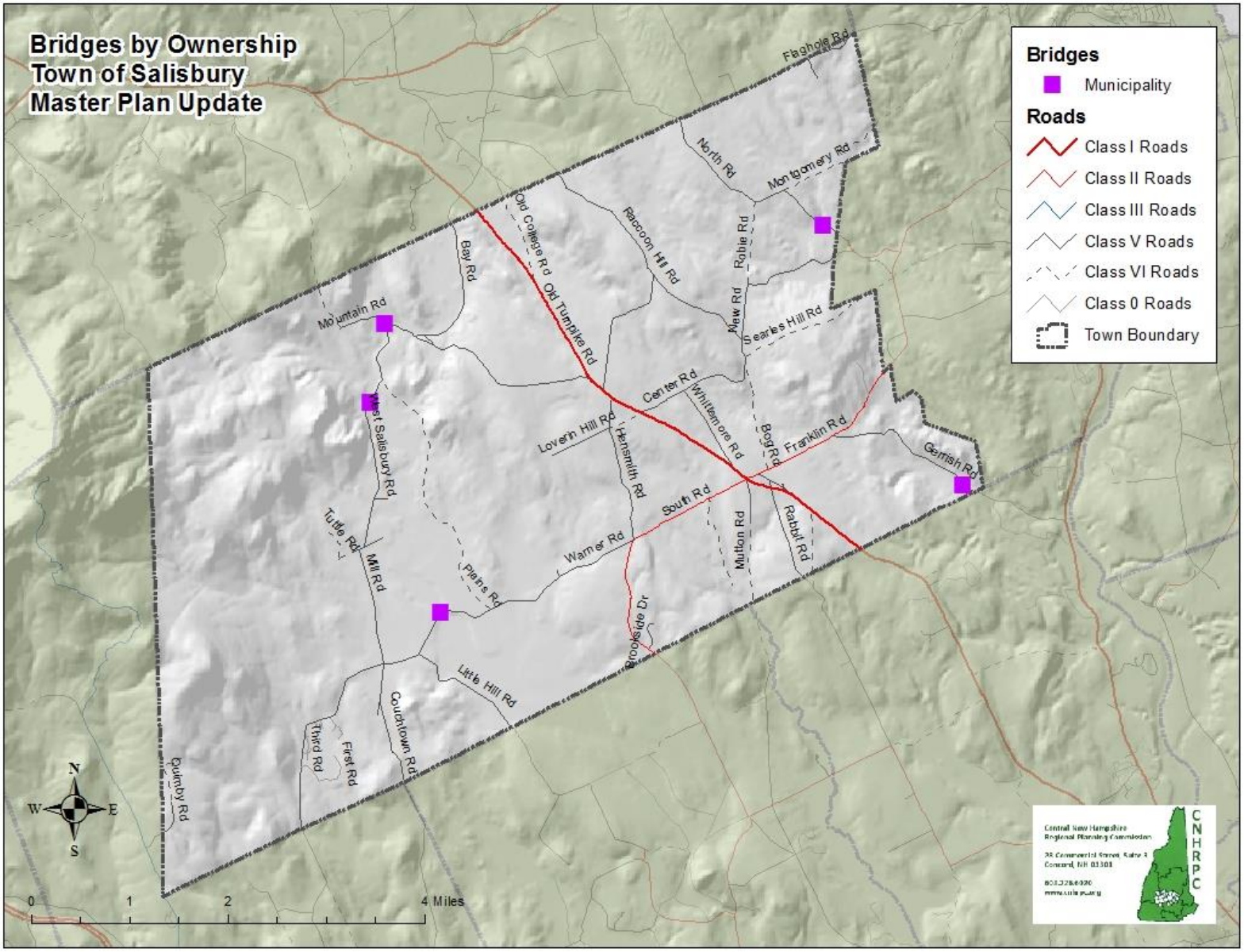
→ Identify selected Class VI roads within Town for designation as Class A Trails, by working with abutting landowners.

→ Identify roads with scenic vistas and aesthetic qualities, such as traditional New England stone walls, historic buildings, natural aesthetically important fauna, and farms, to ensure appropriate future land uses and to support a recreational trail network.

→ Identify Class VI roads, existing paths, and areas along the various water bodies in Town connecting open space, forest, conservation, and/or agricultural land, to begin creating a greenway trail network.


Roads by Legislative Class
Town of Salisbury
Master Plan Update
Legislative Classification
Class I/II State Highway - 11.35 Miles
Class III Recreational Roads - 0.71 Miles
Class V Locally Maintained Road - 39.26 Miles
Class VI Unmaintained Road - 13.55 Miles
Class 0 Private Road - 2.14 Miles
Town Boundary
Flagpole Rd
North Rd
Montgomery Rd
Old College Rd
Bay Rd
Raccoon Hill Rd
Robie Rd
Mountain Rd
West Salisbury Rd
Oak Hill Rd
Mew Rd
Searles Hill Rd
127
Plains Rd
Old Turnpike Rd
Center Rd
Whittemore Rd
Bog Rd
Franklin Rd
Gerrish Rd
Lovern Hill Rd
Hensmith Rd
South Rd
Fellows Ln
Mutton Rd
Rabbit Rd
Chef Hill Rd
4
Sanborn Rd
Mill Rd
Warner Rd
Little Hill Rd
Brookside Dr
Sixth Rd
First Rd
Couchtown Rd
N
W
E
S
0
1
2
4 Miles
CNHRPC


Roads by Functional Class
Town of Salisbury
Master Plan Update
Functional Class
Interstate Highways 0.0 Miles
Principal Arterials 0.0 Miles
Minor Arterials 0.0 Miles
Collectors - 11.35 Miles
Local Roads - 40.0 Miles
Class VI or Private Roads - 15.69 Miles
Town Boundary
Flagpole Rd
North Rd
Montgomery Rd
Old College Rd
Old Turnpike Rd
Raccoon Hill Rd
Robie Rd
New Rd
Bay Rd
Mountain Rd
Searles Hill Rd
Center Rd
Whittemore Rd
Bog Rd
Franklin Rd
Gerrish Rd
Lovejoy Hill Rd
Hensmith Rd
West Salisbury Rd
Turtle Rd
Mill Rd
South Rd
Warner Rd
Plants Rd
Mutton Rd
Rabbit Rd
Old Coach Dr
Little Hill Rd
Third Rd
First Rd
Courthouse Rd
Quimby Rd
N
W
E
S
0
1
2
4 Miles
CNHRPC


Bridges by Ownership
Town of Salisbury
Master Plan Update
Bridges
Municipality
Roads
Class I Roads
Class II Roads
Class III Roads
Class V Roads
Class VI Roads
Class 0 Roads
Town Boundary
Flaghole Rd
North Rd
Montgomery Rd
Old College Rd
Old Turnpike Rd
Raccoon Hill Rd
Robie Rd
New Rd
Bay Rd
Mountain Rd
Dearles Hill Rd
Center Rd
Whittemore Rd
Bog Rd
Franklin Rd
Gerrish Rd
West Salisbury Rd
Lovejoy Hill Rd
Hensmith Rd
South Rd
Mutton Rd
Rabbit Rd
Turtle Rd
Mill Rd
Plains Rd
Warner Rd
Brookside Dr
Little Hill Rd
Courthouse Rd
Third Rd
First Rd
Country Rd
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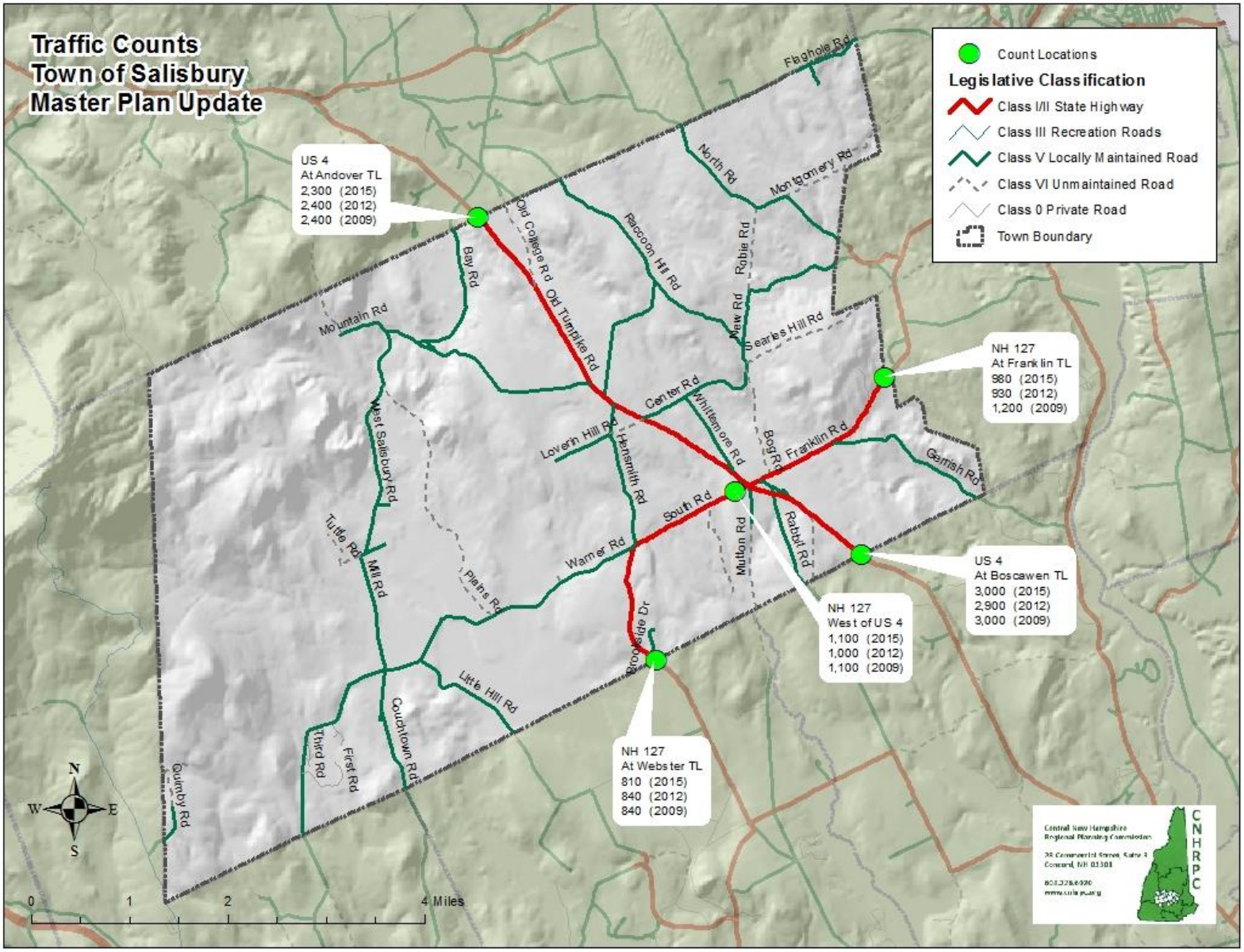
1
2
4 Miles
CNHRPC


Traffic Counts
Town of Salisbury
Master Plan Update
US 4
At Andover TL
2,300 (2015)
2,400 (2012)
2,400 (2009)
NH 127
At Franklin TL
980 (2015)
930 (2012)
1,200 (2009)
US 4
At Boscawen TL
3,000 (2015)
2,900 (2012)
3,000 (2009)
NH 127
West of US 4
1,100 (2015)
1,000 (2012)
1,100 (2009)
NH 127
At Webster TL
810 (2015)
840 (2012)
840 (2009)
Count Locations
Legislative Classification
Class I/II State Highway
Class III Recreation Roads
Class V Locally Maintained Road
Class VI Unmaintained Road
Class 0 Private Road
Town Boundary
Flaghole Rd
North Rd
Montgomery Rd
Old College Rd
Old Turnpike Rd
Raccoon Hill Rd
Robie Rd
New Rd
Bay Rd
Mountain Rd
Searles Hill Rd
Center Rd
Whittemore Rd
Franklin Rd
Garrish Rd
Bog Rd
Lovern Hill Rd
Hansmith Rd
West Salisbury Rd
South Rd
Mutton Rd
Rabbit Rd
Turtle Rd
Mill Rd
Warner Rd
Plains Rd
Brookside Dr
Little Hill Rd
Couchtown Rd
Third Rd
First Rd
Quimby Rd
N
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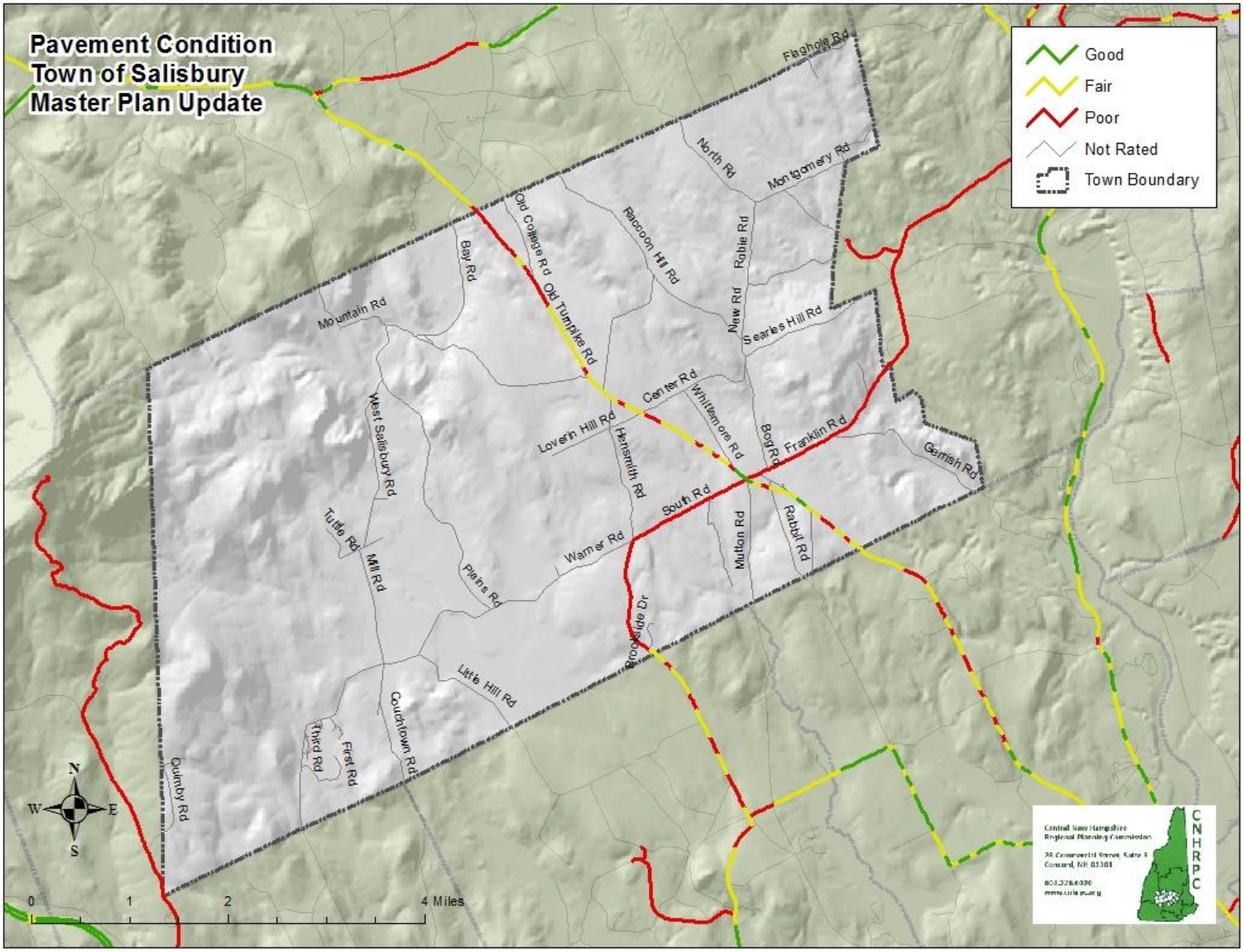
S
0
1
2
4 Miles
CNHRPC


Pavement Condition
Town of Salisbury
Master Plan Update
Good
Fair
Poor
Not Rated
Town Boundary
Flaghole Rd
North Rd
Montgomery Rd
Old Coffee Rd
Old Turnpike Rd
Raccoon Hill Rd
Robie Rd
New Rd
Bay Rd
Mountain Rd
Searles Hill Rd
Center Rd
Whittemore Rd
Bog Rd
Franklin Rd
Gerrish Rd
Lovejoy Hill Rd
Hemsmith Rd
West Salisbury Rd
South Rd
Tuttle Rd
Mill Rd
Warner Rd
Mutton Rd
Rabbit Rd
Plants Rd
Brookside Dr
Little Hill Rd
Third Rd
First Rd
Courthouse Rd
Quimby Rd
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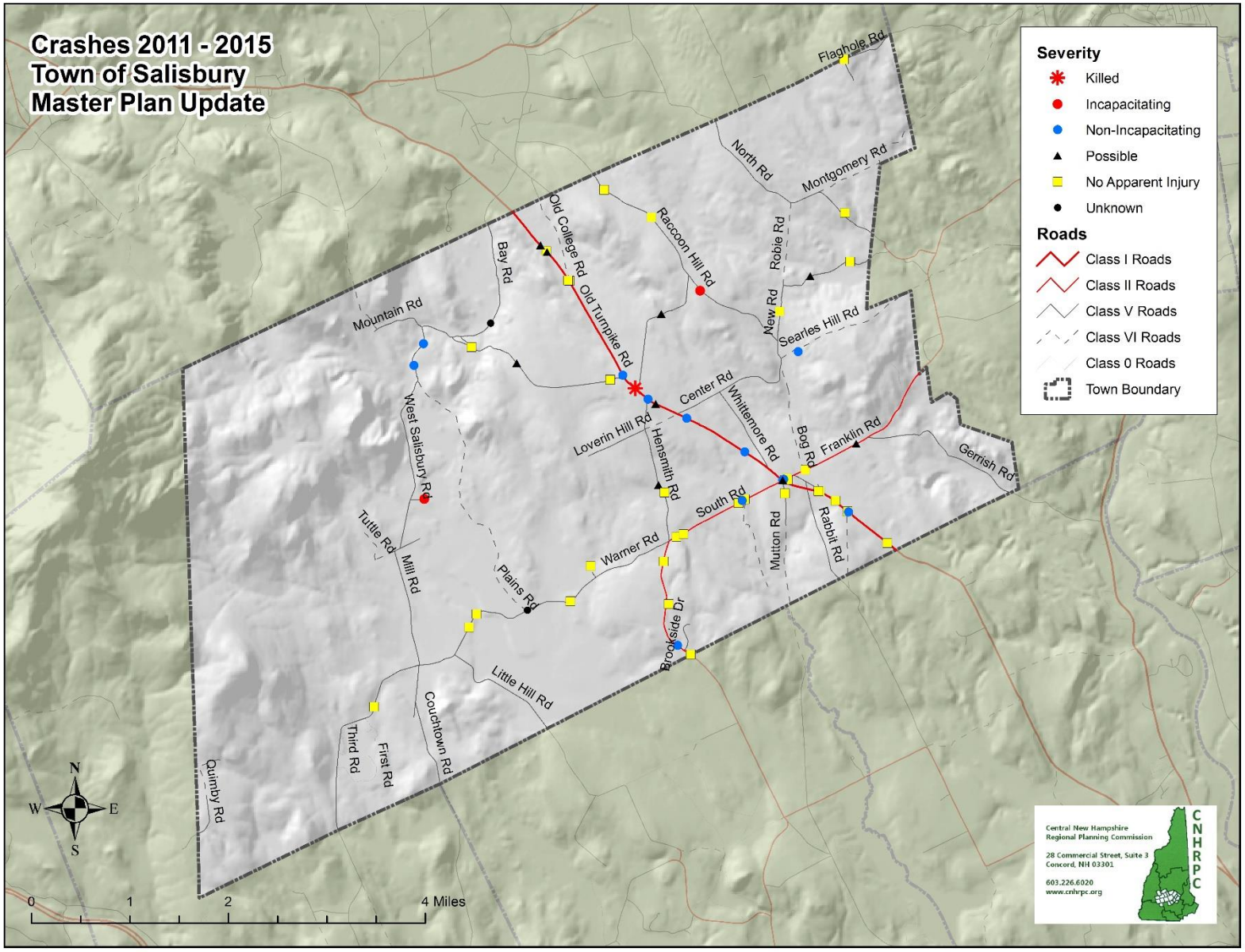
S
0
1
2
4 Miles
CNHRPC


Crashes 2011 - 2015
Town of Salisbury
Master Plan Update
Severity
Killed
Incapacitating
Non-Incapacitating
Possible
No Apparent Injury
Unknown
Roads
Class I Roads
Class II Roads
Class V Roads
Class VI Roads
Class 0 Roads
Town Boundary
Flaghole Rd
North Rd
Montgomery Rd
Old College Rd
Old Turnpike Rd
Raccoon Hill Rd
Robie Rd
Bay Rd
Mountain Rd
New Rd
Searles Hill Rd
Center Rd
Whittemore Rd
Loverin Hill Rd
Hensmith Rd
Bog Rd
Franklin Rd
Gerrish Rd
West Salisbury Rd
South Rd
Tuttle Rd
Mill Rd
Warner Rd
Plains Rd
Multon Rd
Rabbit Rd
Brookside Dr
Little Hill Rd
Third Rd
First Rd
Couchtown Rd
Quimby Rd
N
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4 Miles
Central New Hampshire
Regional Planning Commission
28 Commercial Street, Suite 3
Concord, NH 03301
603.226.6020
www.cnhrpc.org
CNHRPC