



Comprehensive Plan Update

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Chapter 1 Introduction

Purpose of a Comprehensive Plan

A Comprehensive Plan is a roadmap to what the future of a city, county and community may look like. Citing what has come before, a Comprehensive Plan is a document that serves to put together the comments received by residents, and planning professionals, as well as the local leaders to highlight what makes our communities special, what we wish to preserve, and what needs to change in order to grow. A comprehensive plan has within it many elements and ideas to illustrate a vision for the future and a path to get there, all with the goal to communicate to the community at large. The City of Salisbury is committed to the use of this document to exemplify what we wish for the future. Through the analysis of the chapters below, we will demonstrate strengths, challenges faced, and opportunities for our successful and growing City.



Figure 1-1 - Main Street in Downtown Salisbury



Legal Basis of Comprehensive Planning

In Maryland, comprehensive planning is governed by the Land Use Article of the Annotated Code of Maryland which provides the legislative authority for a municipality's planning and zoning powers. Article 3-102 sets forth the minimum requirements for a municipal comprehensive plan which shall include the following elements as applicable:

- **Municipal Growth Boundary** to confirm the City's growth limit.
- **Land Use Element** to outline the most appropriate and desirable patterns of future growth and development.
- **Housing Element** to assess housing conditions and define housing needs and addresses opportunities for housing improvements.
- **Transportation Element** defining existing and planned transportation patterns for transit, roads, bicycle, and pedestrian mobility, and areas for transit-oriented development.
- **Community Facilities Element** identifies the location, character and extent of public and semi-public buildings, lands, and facilities such as parks, administration, services, operations, and public safety facilities.
- **Development Regulations Element** defining tools and mechanisms to implement the plan.
- **Areas of Critical State Concern Element** focusing on issues unique to the municipality
- **Sensitive Areas Element** to set goals, objectives, principles, policies, and standards to protect sensitive areas from the adverse effects of development.
- **Development Capacity Element** to define full build out potential and associated benefits and impacts.
- **Water Resources Element** to identify drinking water supplies needed by projected population, and suitable receiving waters for wastewater and stormwater management to meet future development needs.
- **Fisheries Element** to define areas for loading, unloading, and processing finfish and shellfish, and for docking and mooring commercial fishing boats and vessels. The City of Salisbury does not have an active fishing industry within the city limits, and therefore, this topic is omitted.
- **Mineral Resources Element** - Since mining and extraction is not a current or planned use in the City, it is not anticipated that this element will be included. The City of Salisbury does not include any areas for quarrying or mines, and therefore, this topic is omitted.

Some plan elements are combined for the purposes of efficiency and clarity.



Local and Regional Context

Founded in 1732 as a port city at the head of the Wicomico River, Salisbury today is the largest city on the Eastern Shore of Maryland and has the second largest port in the State. The City of Salisbury is the county seat of Wicomico County, Maryland and the commercial hub of the Delmarva Peninsula, proudly labeled "the Crossroads of Delmarva." A significant part of the City's economic base still depends upon the port. For example, poultry processing companies not only provide jobs in the area but also import feed grain through the port.

Salisbury City Park, located in the heart of the City, was developed as a work project during the Great Depression. Adjacent to the park is the Salisbury Zoological Park, which is recognized as one of the best small zoos in America.

Salisbury's greatest resource is our people, who have a strong tradition of community service and volunteerism. For example, the Jackson family, prominent in the lumber business, has produced a congressman, senator and a governor.

The City transformed a cataclysmic flood in the first decade of the 20th century from disaster to opportunity by expanding the downtown into a previously residential area. At the start of the 21st century, the City is growing into a popular destination for residents of the area and tourists. Development along the riverfront combines with projects aimed at showcasing the City's architectural treasury of well-preserved Victorian and early twentieth-century buildings.



Figure 1-2: Birdseye view over Downtown Salisbury



Previous Plans

The City of Salisbury's last comprehensive plan was adopted in 2010, and since there have been numerous planning studies that define goals and strategies for the city's future. Each of these planning efforts have influenced policy and investments and are considered in this next Comprehensive Plan. Related previous plans include:

2010 Comprehensive Plan – This comprehensive plan updates and amends the 1997 Metro Core Plan in accordance with the Annotated Code of Maryland. The plan was a combined effort of the Mayor and City Council, the Salisbury-Wicomico County Planning Commission, the Salisbury-Wicomico County Department of Planning, Zoning, and Community Development, and a team of consultants, along with public involvement through an outreach process. The Comprehensive Plan includes ten elements including sensitive areas, water resources, community facilities, housing, historic and cultural resources, community and economic development, transportation, land use, municipal growth, and implementation. The goals set forth in the plan include strengthening connections through open space, pedestrian, and street corridors; providing an appropriate use of limited land resources in an orderly and controlled manner; promoting a compact development pattern to enhance sustainability and a livable community, and to pursue infill annexation opportunities within the capacity of available public facilities.

2016 Downtown Master Plan – This plan prepared by University of Maryland's Landscape Architecture students in 2016 envisions a focused and concerted effort to transform downtown and the North Prong waterfront into a central destination with high density and mixed-use infill development and new waterfront parklands and open space. Many of the proposed elements from this plan have been installed, including the Main Street Streetscape, Waterfront Amphitheater, and Carroll Street Roundabout. Also, plans have progressed for infill development in underutilized parking areas and other parts of downtown. This plan has been foundational to subsequent planning efforts and will serve as an important framework for the Comprehensive Plan.



Figure 1-3: Plan View - Downtown Master Plan



2017 [Salisbury Boulevard \(US 13\) Corridor Master Plan](#)

– This plan adopted in 2017 envisions a new character for Salisbury’s primary north-south arterial as a more attractive, higher density, and more multi-modal corridor. Inspired by some of the redevelopment on US 1 in College Park, US 13 can become more of a main street where people can walk, live, shop, work, and learn. This plan identifies seven zones through the City with their own unique character and opportunities. With all zones, new development is proposed to create a more walkable urban fabric and improve aesthetics serving as a major gateway to the City of Salisbury.

2017 [Bike Master Plan](#) – The Bicycle Network Plan sets forth recommendations for prioritizing and creating bike routes within the city of Salisbury and the commitment to embrace the Bicycle Friendly Community designation through a local and regional bike route network that would increase transportation options, improve public health, and establish the City as a major cyclist destination. The plan was created through a synthesis of data collection and analysis, public involvement, and guidance from the Salisbury Bicycle and Pedestrian Advisory Committee.

2017 [Urban Greenway Master Plan](#) – The Urban Greenway Master Plan presents a vision for a greenway along the Wicomico riverfront that will connect communities, schools, parks, and businesses on nine miles of paths. The proposed trails would provide a continuous non-vehicular east-west route that could benefit people of all ages, abilities, and economic levels, and also contribute to public health, environmental sustainability, alternative modes of transportation, and economic growth. The plan is the culmination of a feasibility study into best practice for the greenway, and presents the selected alignment chosen for its maximized connectivity, safety, scenic quality, and access to key destinations.

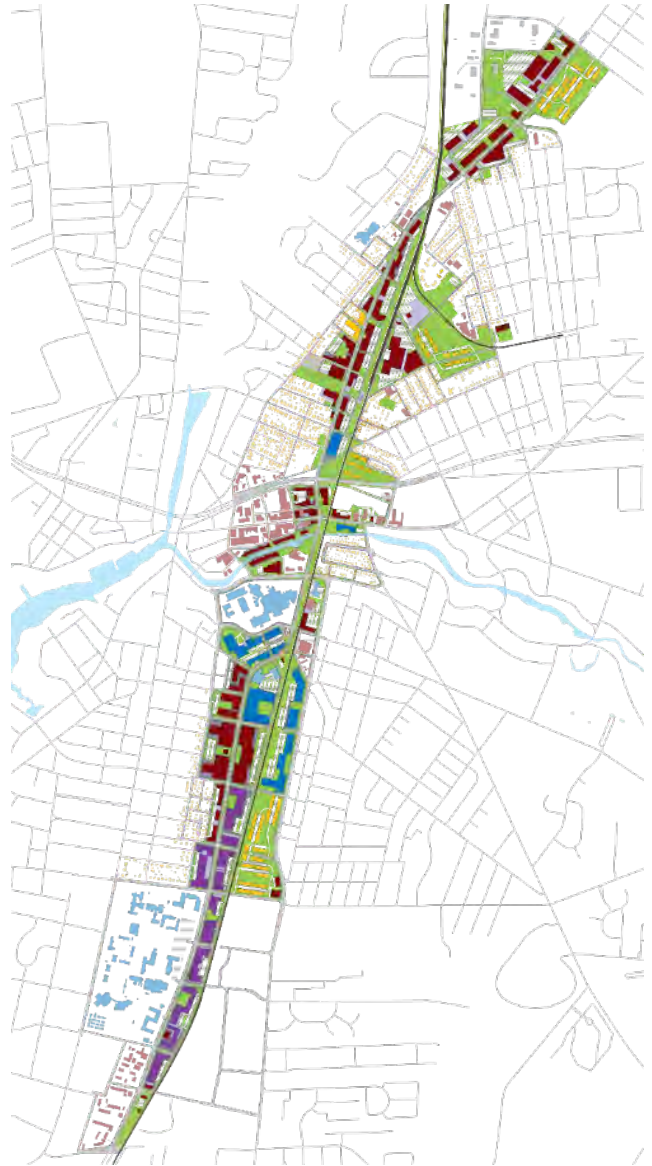


Figure 1-4: Plan View - US 13 Corridor Master Plan

2018 [Rail Trail Master Plan](#) – The Rails with Trails Master Plan outlines the purpose, alternatives, design standards, funding opportunities, and design implementation of a proposed 5.75-mile south-north trail through the center of the city following the Norfolk Southern railroad tracks. The plan also identifies who the trail will serve and how it will benefit the city, along with trail design standards, wayfinding, and amenities along the trail.

2019 [Eastern Shore Drive Vision Plan](#) – This plan identifies four “precincts” for focused improvement and investment centered on repurposing the 80’ right of way with an oversized



median to accommodate a bikeway and public spaces. The new Eastern Shore Drive will be a model for walkability, biking and rainwater management surrounded by mixed-use development that links Salisbury University with the downtown core.

2019 Nuisance Flooding Plan – This plan seeks to mitigate nuisance flooding, or “high tide flooding that causes public inconvenience.” There are three areas of interest within the floodplain at the confluence of the North Prong and South Prong of the Wicomico River. The plan reviews past mitigation efforts and the results, along with current mitigation efforts and City-wide studies. The five-year plan outlines a continuation of existing programs such as expansion of public outreach, implementation of the North Prong Park Plan, installation of the Tide Gate pilot, trial of a sensor light on Fitzwater Street, construction of capital improvements, and creation of a progress tracking program.

2019 Historic District Design Guidelines – This document describes general benefits of historic preservation along with specific issues relevant to the three historic districts in Salisbury. The plan reviews the procedures and approach to historic preservation through the Salisbury Historic District Commission (SHDC), and describes the historical context of Salisbury architecture. The design guidelines seek to preserve the character of all properties within historic districts in Salisbury by retaining buildings and features while ensuring new construction and additions are compatible with their historic surroundings. The maintenance of a neighborhood’s historic character has social, economic, and environmental benefits beyond aesthetic significance, and preserving historic districts is a component of Salisbury’s Zoning Ordinance. The guidelines are split into Universal, Commercial, and Residential categories.

2021 Vision Zero Action Plan – Salisbury is committed to providing a safe transportation network that serves not just the automobile but also the public in its entirety. The City chose to employ Vision Zero principles and create an action plan to end traffic fatalities and serious injuries by January 1, 2030. The Vision Zero team comprises the Mayor, City Council, Department of Infrastructure and Development coordinating other city departments, and partners such as the Bicycle and Pedestrian Advisory Committee (BPAC), RAVEN (Washington College GIS Program), MDOT – SHA (District One), MDOT – MVA (MD Highway Safety Office), Salisbury University Police, and Salisbury University. The goals of this Action Plan are to reduce speeds to safe levels, eliminate fatal crashes in the high-injury network, reduce occurrence of all crashes on city streets 50% by 2030, reduce vehicle miles traveled 15% by 2030, and educate the public understanding that speed is the leading factor in fatal crashes.

2022 Draft Zoning Rewrite – The zoning rewrite effort sought to update the City’s outdated zoning code to make the ordinances more user-friendly, to allow more flexibility in development options, and support newer master plan land use changes from the Downtown Master Plan and US 13 Corridor Master Plan. This effort integrated changes in future

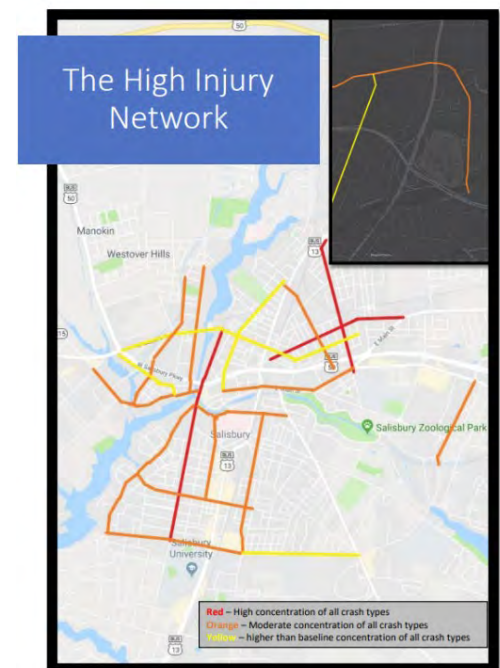


Figure 1-5: High Injury Network
Vision Zero Action Plan



land use from previous plans and extended future land use planning citywide to make a comprehensive code. Therefore, this effort has helped kick-start the future land use planning for the next comprehensive plan. Key areas for redevelopment, such as in downtown and along US 13 between Downtown and Salisbury University, are targeted for major redevelopment and have a form-based code to ensure context-sensitive urban design standards are incorporated with new development. The zoning rewrite remains draft, and has not yet been adopted.

[2022 Sustainability Plan](#) – The City Resilience Framework outlines twelve concise and crucial qualities that define a resilient city. The goals are divided into four categories: health and wellbeing, economy and society, infrastructure and environment, and leadership and strategy. Health and wellbeing focuses on life necessities such as food, water, energy, and medical care. Economy and society seeks to strengthen community ties across cultural differences in order to create a strong foundation for disaster resilience. Infrastructure and environment includes the man-made and natural systems that provide critical services, protect, and connect urban assets enabling the flow of goods, services, and knowledge. Leadership and strategy promotes effective leadership and decision-making processes through empowered stakeholders and successful planning.

[2023 Public Art Master Plan](#) – Through methods of community engagement and research on peer cities and best practices, this plan established a vision of Salisbury as the creative hub and public art pace-setter for the Eastern Shore. The plan seeks to connect Salisbury creative voices with opportunities, support business and tourism, share stories and strengthen a sense of belonging, and celebrate what makes the City unique. The plan outlines steps to incorporate public art into City projects such as the greenway and bikeways, embed public art in neighborhood outreach efforts, launch catalytic special initiatives, program innovative and engaging art projects downtown, and support public art proposals from the community. Key locations in civic infrastructure include the Riverwalk, the Riverside Circle roundabout, and the revamped Unity Square, along with the Truitt Community Center, the Rails with Trails project, future extensions of the Urban Greenway, Eastern Shore Drive and North Prong Park.



Figure 1-6: Creative placemaking with art in Unity Square



Community Profile

Salisbury, the largest city in Maryland's Eastern Shore region, has approximately 33,000 residents (2020 Census). Given its significant growth over the last 10 years, it has retained its status as the state's fastest growing city. This community profile provides an overview of Salisbury's population and how Salisbury's population has changed since the last comprehensive plan was adopted in 2010.

Population Characteristics

- Salisbury's population is 59 % minority or mixed-race
- Salisbury's median age is 30.1 years
- Nearly 85 percent of Salisbury's population speaks English at home
- 29 percent of Salisbury's population holds a bachelor's degree or higher
- Salisbury's poverty rate is 25 %
- 9 percent of Salisbury residents do not have health care coverage

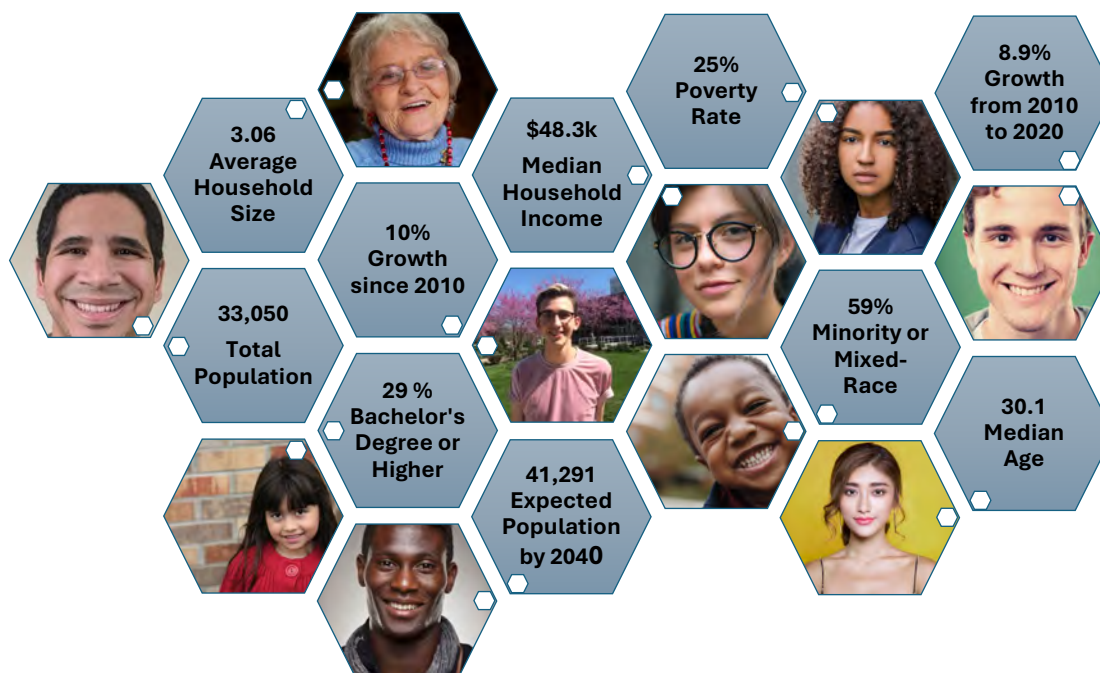


Figure 1-7: City of Salisbury, Maryland Demographics
U.S. Census Bureau 2020 Decennial Census, American Community Survey (ACS) 2021 5-Year Estimates

Historic Population Growth & Future Population Projections

According to the 2020 Census, Salisbury's population is 33,050 and represents 1/3 of Wicomico County's total population (103,588). Table one (1) provides an overview of the city and county's population from 1970 to 2020, in addition to population projections for 2030 and 2040.

The 1970 Census counted 15,252 people residing within the boundaries of the City as indicated in table 1-1. By 1980, Salisbury grew to a population of 16,429 people, an increase of 7.7 percent 1,177 persons. The population of Salisbury expanded during the 1980's as indicated by the 1990



Census figures. In 1990, the City’s population was 20,592, an increase of 25 percent or 4,163 persons. Much of this growth resulted from annexations during the 1980’s, as well as an increased shift in new residential construction from the more traditional single-family residential dwellings to multi-family housing units. During the period from 1990 to 2000, the city population grew by 15 percent to 23,743. From 2000 to 2010, Salisbury experienced a 28 percent increase in population, followed by a 9 percent increase from 2010 to 2020.

Based on Salisbury’s population change from 1970 to 2020, the city’s population was projected for the years 2030 and 2040. Salisbury’s population is projected to climb to 36,623 by 2030 (up 10.8% from 2020) and to 41,291 by the year 2040.

Table 1-1: Salisbury and Wicomico County Population Trends

	Salisbury	Change from Prior Census	Wicomico County	Change from Prior Census
1970	15,252	-6.4%	54,236	10.6%
1980	16,429	7.7%	64,540	19.0%
1990	20,592	25.3%	74,339	15.2%
2000	23,743	15.3%	84,644	13.9%
2010	30,343	27.8%	98,733	16.6%
2020	33,050	8.9%	103,588	4.9%
2030	36,623	10.8%	118,200	12.4%
2040	41,291	12.7%	126,650	6.7%

Source: US Census Bureau (1970-2020)

Race, Gender & Ethnicity

Table 1-2 consists of data collected and compiled by the U.S Census 2020, which presents a glimpse of the demographic conditions in the City of Salisbury and offers comparisons of the conditions experienced in the State of Maryland and Wicomico County.

According to the 2020 Census, the City of Salisbury is comprised of a population that is approximately 41 percent white and 42 percent Black. This is significantly more diverse than the 2000 census when 61 percent of the Salisbury’s population identified as white, and 32 percent of the population identified as black. Salisbury’s population is also more racially diverse than the State of Maryland or Wicomico County, however the state and county have also become more racially diverse since the 2000 census.

Ethnicity as defined by the U.S. Census refers to a person’s origin not their race. The Census Bureau collects information using two ethnicities categories: “Hispanic or Latino” and “Not Hispanic or Latino.” In 2020, 9.2 percent of Salisbury residents were of Hispanic or Latino origins, compared to 3.4 percent in 2000. The City’s Hispanic or Latino origin population has nearly tripled in the past twenty years. This trend is not exclusive to Salisbury and has occurred at the state and county level as well.

The City’s population is approximately 54 percent female and 46 percent male. Overall, the distribution of females and males is similar to the County and State percentages.



Table 1-2: City of Salisbury Gender, Race and Ethnicity (2020)

	Maryland		Wicomico County		Salisbury	
Total population	6,177,224	100.0%	103,588	100.0%	33,050	100.0%
Gender						
Female population	3,201,808	51.8%	54,030	52.2%	17,818	53.9%
Male population	2,975,416	48.2%	49,558	47.8%	15,232	46.1%
Race						
White	3,007,874	48.7%	61,425	59.3%	13,624	41.2%
Black or African American	1,820,472	29.5%	27,990	27.0%	13,897	42.0%
American Indian and Alaska Native	31,845	0.5%	438	0.4%	177	0.5%
Asian	420,944	6.8%	3,152	3.0%	1,232	3.7%
Native Hawaiian and Other Pacific Islander	3,247	0.1%	42	0.0%	18	0.1%
Some Other Race	410,941	6.7%	3,766	3.6%	1,656	5.0%
Two or More Races	481,901	7.8%	6,775	6.5%	2,446	7.4%
Hispanic Origin						
Hispanic or Latino (of any race)	729,745	11.8%	7,091	6.8%	3,029	9.2%
Not Hispanic or Latino	5,447,479	88.2%	96,497	93.2%	30,021	90.8%

Source: U.S. Census Bureau Decennial Census (2020)

Age Structure

Age composition of a community is a critical indicator in planning for future public services such as schools, libraries, and public transportation services. For example, if there is an increase in the overall percentage of residents between the ages of 5 to 18, it is likely that additional school and library facilities may need to be expanded. As of the 2021 American Community Survey, the median age in Salisbury is 30.1, compared to the states median age of 39.7.

Table 1-3 depicts the city's population by age alongside the state and county's population by age. The City's age composition is comparable to the County and State except for the city having a larger percentage of residents between 20 to 24 years of age.



Table 1-3: City of Salisbury – Population by Age (2020)

	Maryland		Wicomico County		Salisbury	
Total population	6,177,224	100.00%	103,588	100.00%	33,050	100.00%
Under 5 years	345,047	5.60%	5,924	5.70%	2,189	6.60%
5 to 9 years	377,185	6.10%	6,213	6.00%	2,069	6.30%
10 to 14 years	400,968	6.50%	6,534	6.30%	2,135	6.50%
15 to 19 years	400,253	6.50%	7,447	7.20%	2,137	6.50%
20 to 24 years	396,606	6.40%	8,901	8.60%	3,919	11.90%
25 to 29 years	408,268	6.60%	6,597	6.40%	2,708	8.20%
30 to 34 years	432,707	7.00%	6,405	6.20%	2,364	7.20%
35 to 39 years	422,588	6.80%	6,324	6.10%	2,161	6.50%
40 to 44 years	383,279	6.20%	5,758	5.60%	1,765	5.30%
45 to 49 years	378,793	6.10%	5,669	5.50%	1,635	4.90%
50 to 54 years	408,964	6.60%	6,156	5.90%	1,690	5.10%
55 to 59 years	436,213	7.10%	6,811	6.60%	1,647	5.00%
60 to 64 years	400,038	6.50%	6,943	6.70%	1,734	5.20%
65 to 69 years	327,319	5.30%	5,910	5.70%	1,467	4.40%
70 to 74 years	260,763	4.20%	4,820	4.70%	1,257	3.80%
75 to 79 years	175,460	2.80%	3,309	3.20%	912	2.80%
80 to 84 years	110,521	1.80%	1,957	1.90%	572	1.70%
85 years and over	112,252	1.80%	1,910	1.80%	689	2.10%

Source: U.S. Census Bureau Decennial Census (2020)

Language Spoken at Home

English is the primary language spoken at home, with 84 percent of residents speaking English at home, followed by other Indo-European Languages spoken at home (10 percent) as depicted in figure 1-2. With a large Haitian community, Haitian Creole is a common language spoken by people in Salisbury.

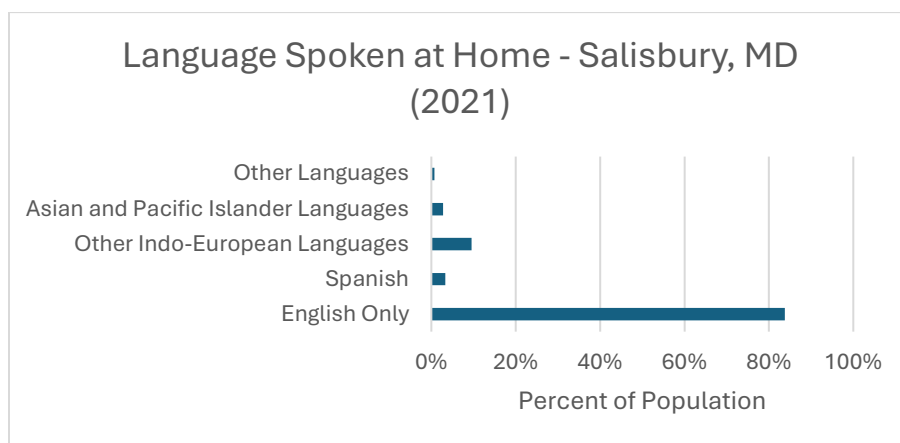


Figure 1-8: Language Spoken at Home in Salisbury, Maryland (Source: American Community Survey (ACS) 2021 5-Year Estimates)



Educational Attainment

The level of education achieved in a community directly relates to the types of jobs available in a particular area. Educational attainment of Salisbury residents is measured by level of education for adults aged 25 or older and is depicted in figure 1-3.

Twenty-nine percent of Salisbury's population holds a bachelor's degree or higher compared to 43.8 percent of the State of Maryland's population.

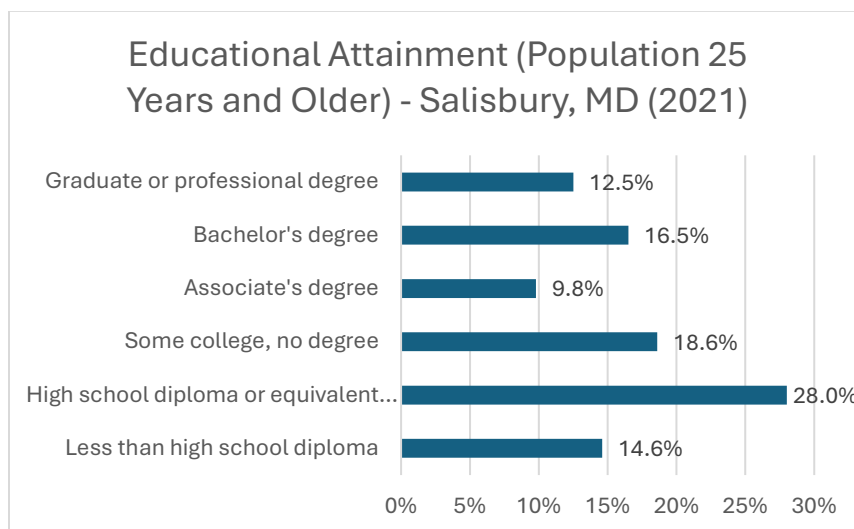


Figure 1-9: Educational Attainment in Salisbury MD (Source: American Community Survey (ACS) 2021 5-Year Estimates)

Poverty

Salisbury's poverty rate of 24.8 % is 15 percentage points higher than the state's poverty rate of 9.6% and nearly 30 percent of Salisbury residents under age 18 live in poverty. Figure 1-4 depicts poverty by age in Salisbury.

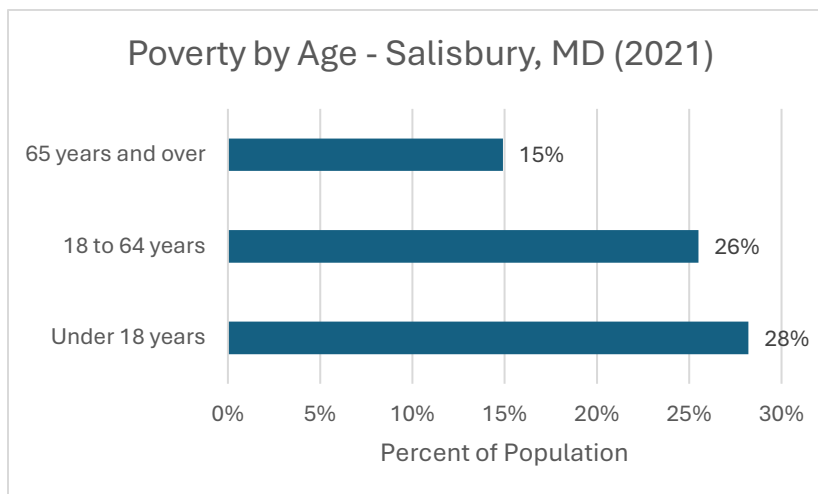


Figure 1-10: Poverty in Salisbury, MD (Source: American Community Survey (ACS) 2021 5-Year Estimates)



Health

Nearly 14 percent of Salisbury's population identifies as disabled and nearly 9 percent of Salisbury residents do not have health care coverage.

Household Characteristics

- The average family size in Salisbury is 3.06
- The median household income in Salisbury is \$48.3k
- 13.4 percent of households do not have a vehicle available

Household Composition

The average family size in Salisbury is 3.06 and is comparable to the state's average family size of 3.14. Figure 1-5 depicts the type of households in Salisbury. The largest share of households in Salisbury (45%) are female householder, no spouse/partner present households, followed by married-couple households (25.1%), male household no spouse/partner present households (21.1%) and cohabitating households (8.8%). Of all households, 28.3 percent have one or more persons under 18 years of age and 24.1 percent of households have one or more persons 65 years and over.

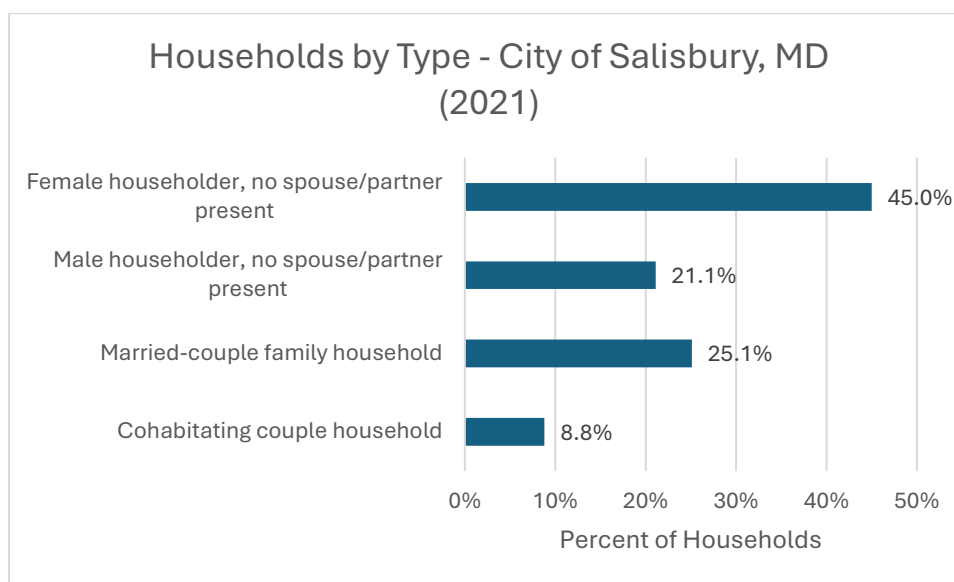


Figure 1-11: Households by Type in Salisbury, MD (Source: American Community Survey (ACS) 2021 5-Year Estimates)

Household Income

The median household income for the City of Salisbury, Wicomico County, and the State of Maryland are shown in Table 1-4. The median household income for the residents of Salisbury is 24 percent or \$15,300 less than the County. Approximately 26 percent of households in the city have an income less than \$25,000. Over 54 percent of households had an income between \$25,000 and \$99,999, while the remaining 20 percent of households in the city had an income of or over \$100,000.



Table 1-4: Median Household Income (2021)

	Maryland		Wicomico County		Salisbury	
Total households	2,294,270	2,294,270	39,452	39,452	13,171	13,171
Less than \$10,000	104,364	4.5%	2,429	6.2%	1,422	10.8%
\$10,000 to \$14,999	58,719	2.6%	1,443	3.7%	714	5.4%
\$15,000 to \$24,999	118,171	5.2%	3,284	8.3%	1,255	9.5%
\$25,000 to \$34,999	131,659	5.7%	3,424	8.7%	1,381	10.5%
\$35,000 to \$49,999	203,176	8.9%	5,063	12.8%	2,040	15.5%
\$50,000 to \$74,999	336,781	14.7%	7,601	19.3%	2,223	16.9%
\$75,000 to \$99,999	289,593	12.6%	5,252	13.3%	1,501	11.4%
\$100,000 to \$149,999	444,459	19.4%	6,325	16.0%	1,893	14.4%
\$150,000 to \$199,999	263,465	11.5%	2,724	6.9%	438	3.3%
\$200,000 or more	343,883	15.0%	1,907	4.8%	304	2.3%
Median household income (dollars)	\$ 91,431		\$ 63,610		\$ 48,310	
Mean household income (dollars)	\$ 120,234		\$ 81,907		\$ 66,753	

Source: American Community Survey (ACS) 2021 5-Year Estimates

Vehicles Available

Lack of access to a vehicle or other means of transportation reduces access to employment, educational opportunities, health care, and childcare. As depicted in figure 1-6, 13.4 percent of households in Salisbury do not have a vehicle available. The majority of households (42%) have one vehicle available.

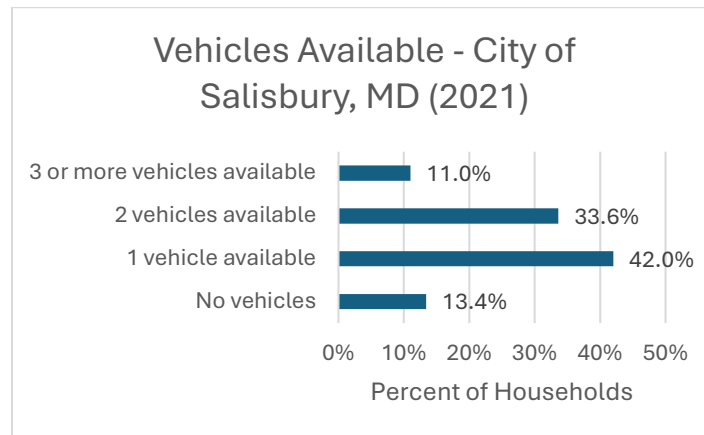


Figure 1-12: Vehicles Available per Household in Salisbury, MD (Source: American Community Survey (ACS) 2021 5-Year Estimates)



Chapter 2 Vision and Goals

Vision Statement

Salisbury~The Comfortable Side of Coastal~ is a thriving urban center offering a culturally-rich, economically-diverse, safe, resilient, and attractive place to call home. Salisbury can celebrate its unique cultural and architectural history with new development that is environmentally-sensitive, inclusive, and complimentary to the historic fabric while still attractive and functional for contemporary lifestyles.



Figure2-1: Salisbury's recently built Unity Square has become the heart of activity in downtown Salisbury

Guiding Principles

The core guiding principles to reach this vision are related to a variety of factors that make up the fabric of a community. Collaboration and input from the public and stakeholders helped to identify and refine the overall goals and objectives, which include:

Land Use and Development: Provide a clear direction for growth in the City that is equitable, sustainable, and flexible to allow for evolving technologies and innovations in the future.

- Consolidate and simplify land use zones to allow for greater flexibility of uses and development patterns in all zones
- Integrate new land use typologies with a mix of uses that promotes compact development patterns, infill development opportunities, and livable communities
- Establish design guidelines and standards to preserve neighborhood character and ensure new development is complimentary to existing communities



- Establish standards and policies that promote environmental sustainability and preservation of green space
- Encourage more development density with attractive new buildings and public spaces downtown
- Encourage new urban development that is mixed with both residential and commercial space knit closely together
- Provide more housing
- Provide more commercial and industrial space
- Separate industrial land farther apart from residential areas

Economic Development: Promote community-based economic development that brings all members of the community into the local economy while positioning Salisbury as the economic center of the Eastern Shore.

- Encourage and support locally-owned small businesses
- Promote and support a local tourism industry, such as hotels and experience-based businesses (guided tours, museums, tourist attractions)
- Increase and encourage local job-training opportunities (expand and improve access to trade schools, community college, and higher education)
- Encourage and support expanding major anchor institutions like Salisbury University and TidalHealth
- Attract and encourage businesses and corporations to invest and expand in Salisbury, including health care, research, manufacturing, food processing, and distribution businesses.
- Expand industrial development to increase skilled-trade and blue-collar job opportunities, such as warehousing, manufacturing, cargo handling and freight movement, mechanical work, etc.

Housing: Increase the variety and availability of housing stock for different household sizes, price ranges, and lifestyles.

- Increase housing with apartments and condos downtown
- Preserve neighborhood character in established communities
- Build new housing developments as the city grows outwards
- Increase housing opportunities for low-income, moderate-income, and fixed-income people
- Increase housing opportunities for aging in place and people with disabilities
- Allow and encourage new housing with accessory dwelling units (such as an apartment or small cottage built within a single-family home property)
- Encourage and support renovations and upgrades to existing older housing stock to meet evolving needs

Transportation: Ensure people and goods can move safely and efficiently using an interconnected and multimodal transportation network.

- Improve safety with roadway improvements to reduce speeding



- Reduce traffic with more comfortable and connected opportunities to walk, bike, and take transit
- Improve transit access and provide safer connections to people walking to and from bus stops
- Encourage more use of scooters or other shared mobility devices
- Encourage more electric vehicle use with more public electric vehicle chargers
- Provide designated truck routes to accommodate freight movements, and reduce freight traffic in residential areas and downtown streets

Sustainability and Resiliency: Preserve, protect, and enhance natural resources and green space to provide a healthy, clean, and green environment adaptable to changes in climate.

- Upgrade and repair old infrastructure like streets, bridges, and drainage systems
- Reduce flood risks with more green space to absorb run off and buffer development from high tides
- Increase tree canopy to provide more shade when there is hot weather
- Reduce water pollution with better stormwater management and erosion control
- Encourage more use of renewable energy / Encourage more electrification of vehicle fleets and other systems that consume fossil fuels
- Encourage people to drive less with better opportunities to walk, bike, and take transit
- Develop emergency preparedness and evacuation plans in case of a major storm event
- Encourage and enforce anti-littering campaigns and trash collection
- Expand public sewer service to reduce risk of pollution from septic fields

Each of these guiding principles are addressed in the following chapters.



Chapter 3 Land Use and Municipal Growth

The land use plan guides the most appropriate and desirable patterns of growth and development. The land use plan is put into effect through the zoning code.

Existing Land Uses & Municipal Growth Area

The distribution of land uses within the city limits of Salisbury and within the growth boundary are depicted in figure 3-1 and described in table 3-1. Within the current city limits, the land use types with the greatest allocation are residential (29%), commercial (19%), and agricultural areas (14%). These three land uses represent nearly two-thirds of the city. Within the growth boundary, the city will expand to primarily include forest, agricultural and low-density residential areas.

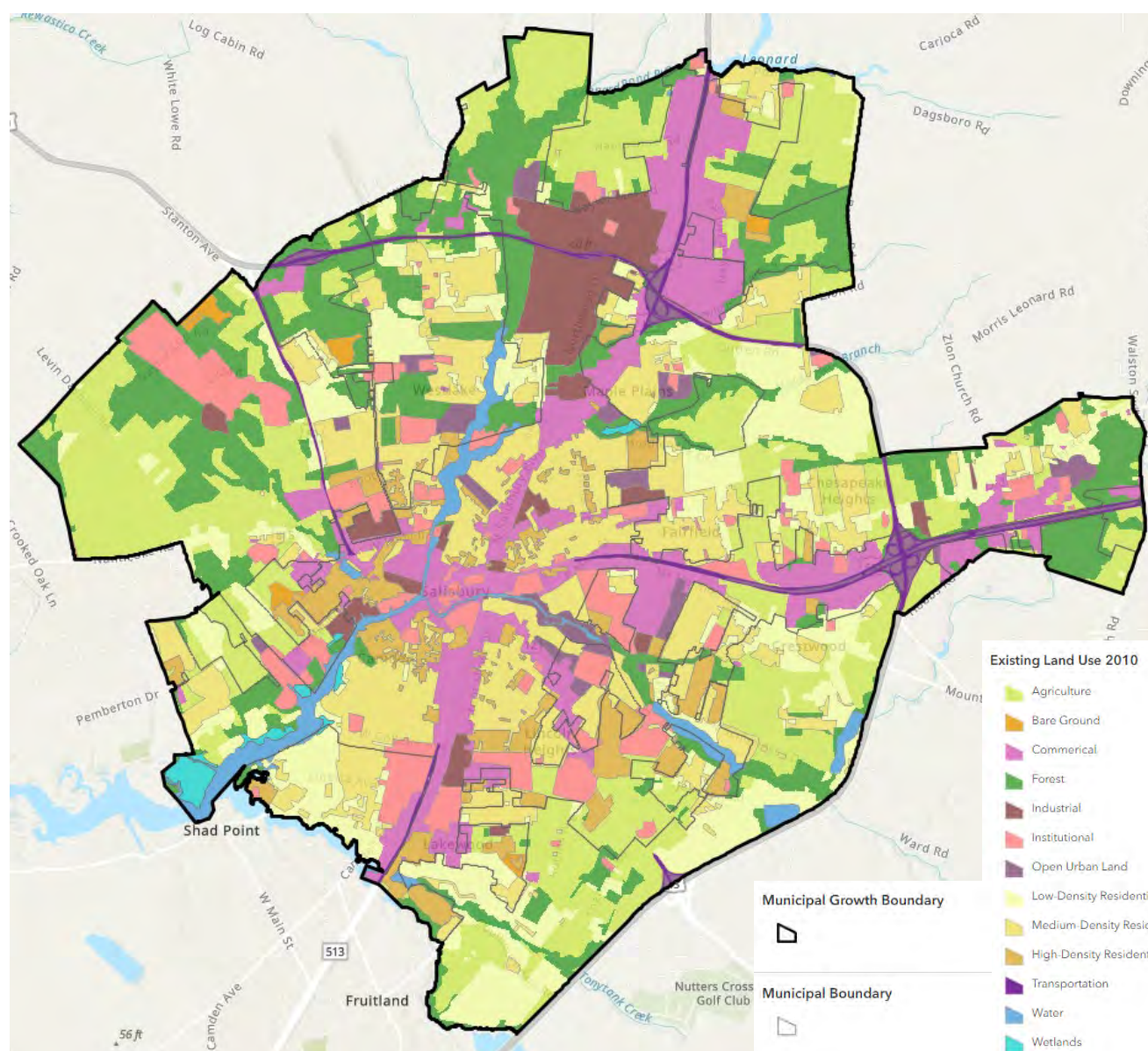


Figure 3-1: Existing Land Use (Source: Maryland Department of Planning, 2010)



Table 3-1: Land Use within City Limits of Salisbury, Maryland and within Growth Boundary (Source: Maryland Department of Planning, 2010)

Land Use	Within City Limits		Within Growth Boundary	
	Acres	Percent	Acres	Percent
Residential Areas	2,662.3	29.15%	7,368.6	34.77%
Low Density Residential Areas	280.4	3.07%	2,939.0	13.87%
Medium Density Residential Areas	1,479.7	16.2%	3,371.9	15.91%
High Density Residential Areas	902.2	9.88%	1,057.74	5%
Commercial Areas	1,747.5	19.13%	2,261.2	10.67%
Industrial	705.1	7.72%	853.56	4.03%
Institutional	557.1	6.1%	1,336.85	6.3%
Open Urban Lands	239.8	2.63%	433.5	2%
Agricultural	1,311.5	14.36%	4,577.1	21.6%
Forest	1,265.3	13.85%	3,417.9	16.13%
Water	305.6	3.35%	451.37	2.13%
Wetlands	97.3	1.07%	103.43	0.5%
Developing Lands	63.6	0.70%	91.13	0.43%
Transportation	179.0	1.96%	300.0	1.4%

Environmentally Sensitive Areas

The city of Salisbury is located between the Lower Wicomico River and Wicomico River Head Watersheds. Along the Wicomico River, there are coastal flooding risk zones, FEMA floodplains and nuisance flood zones that overlap with critical cultural and economic development areas. There are also sensitive groundwater aquifer recharge areas to ensure drinking water sources are reliable and clean, including well head protection areas and the Paleochannel groundwater aquifer. Environmentally sensitive areas within city limits and within the growth boundary are shown in figure 3-2.

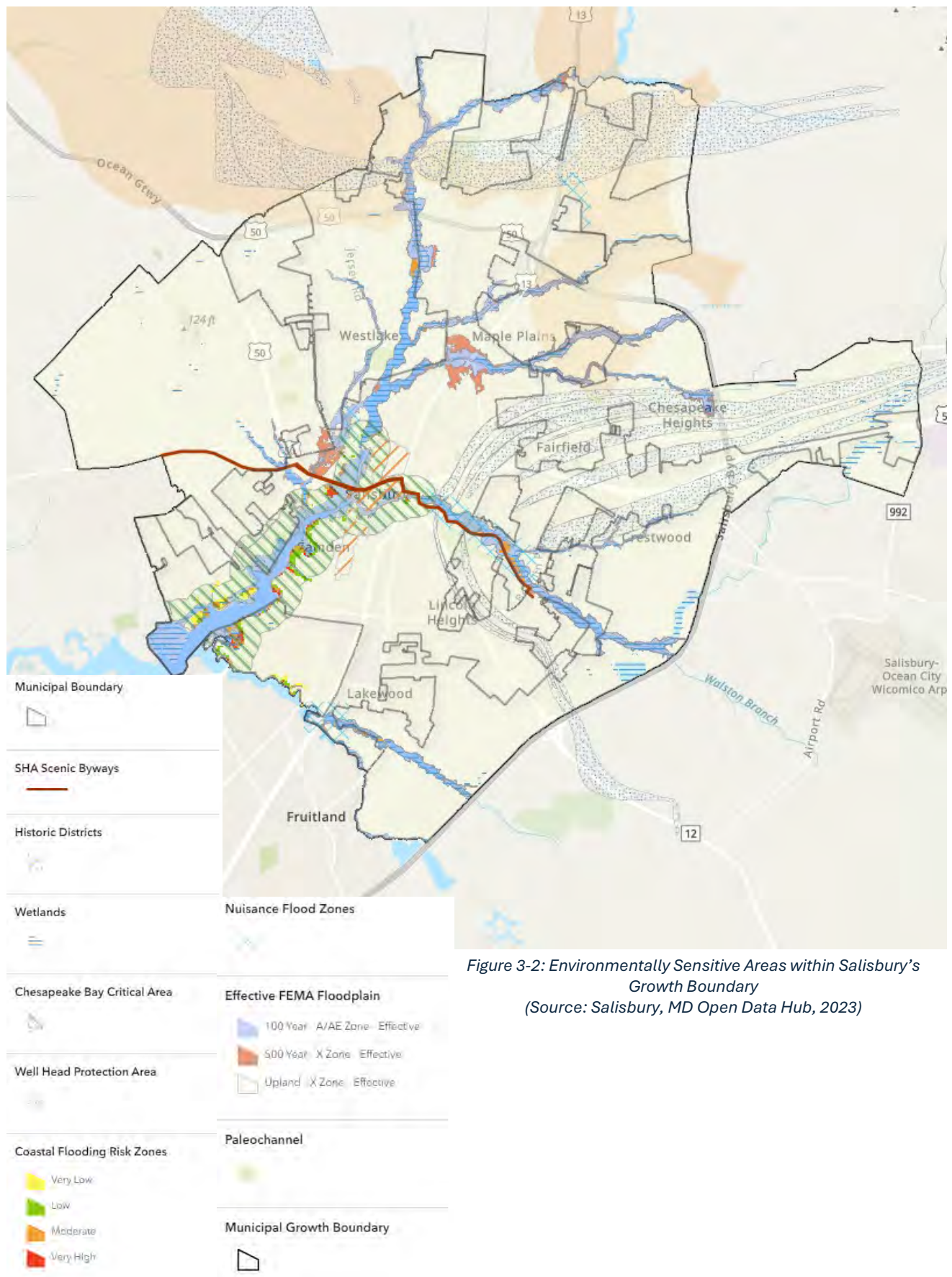


Figure 3-2: Environmentally Sensitive Areas within Salisbury's Growth Boundary
(Source: Salisbury, MD Open Data Hub, 2023)



Proposed Growth Area

The existing boundary established in the 2010 Comprehensive Plan. Today, the city limits of Salisbury encompass 9,134 acres. If the entirety of the proposed growth area were added to the City of Salisbury, the city would increase in size by nearly 12,000 acres, more than doubling Salisbury's current size. As a part of this Comprehensive Plan Update, the growth boundary is refined to follow parcel boundaries and exclude some areas which would remain more rural in character.

Annexation

The substantial growth the City of Salisbury has experienced in recent years can be pointed back to the annexation of unincorporated areas of Wicomico County. The County, much of which shares a border with the City of Salisbury, has lands and personal properties that are ripe for absorption into the City at large. This means that landowners from the County are able to file with another municipality e.g. The City of Salisbury to benefit from their infrastructure and public services.

Once a landowner decides to begin the annexation process, they must attend a pre-filling meeting. The meeting will be staffed by the City Annexation Team, who will provide guidance on the procedure and expectations. After the meeting, the landowner will submit their request through the "Petition for Annexation" form, available on the [City's website](#).

If the form is deemed acceptable and complete, then the applicant and any chosen consultants will meet with City Administrators on their submitted petition and the conditions therein. The applicant maintains the right to terminate their request at this point. If chosen to proceed, the form will be reviewed by the Director of Infrastructure and Development.

The next step involves providing the City with a Concept Development Plan and the payment of associated fees. This triggers the inclusion of the Annexation Team comprised of staff from various City departments e.g. Fire, Police, Infrastructure and Administration. Each staff-person to provide comments on the application as presented and submit back to the Director. Once done, the City will begin drafting an Annexation Agreement.

The request will be presented to City Council in an information briefing, from there Planning and Zoning will review to advise on modifications if applicable. An assessment of density must also be reviewed and approvable granted from the annexing county, e.g. Wicomico County. A hearing date for City Council is then established once the applicant submits a signed letter of intent to the City of Salisbury.

Advertisements of the annexation must be submitted in accordance with all local requirements, from there City Council will meet to vote on the decision of approval. If approved, the applicant will then provide a signed and notarized Annexation Agreement to the City with a future slated date of effectiveness.

Land Use Goals

Provide a clear direction for growth in the City that is equitable, sustainable, and flexible to allow for evolving technologies and innovations in the future. To ensure Salisbury will continue to grow as a



modern and diverse city where people want to live, visit, and do business, several land use actions and guiding principles are detailed below:

- Consolidate and simplify land use zones to allow for greater flexibility of uses and development patterns in all zones
- Integrate new land use typologies with a mix of uses that promotes compact development patterns, infill development opportunities, and livable communities
- Establish design guidelines and standards to preserve neighborhood character and ensure new development is complimentary to existing communities
- Establish standards and policies that promote environmental sustainability and preservation of green space
- Encourage more development density with attractive new buildings and public spaces downtown
- Encourage new urban development that is mixed with both residential and commercial space knit closely together
- Provide more housing
- Provide more commercial and industrial space
- Separate industrial land farther apart from residential areas

Proposed Land Use and Zoning

The land use plan is put into effect through the zoning code. Salisbury's current zoning code has been in use since 1983, and development patterns, technologies, business models, and growth patterns have drastically changed since then. Recent land use plans, redevelopment projects, and anticipated growth necessitate a change in zoning code to facilitate new development today and into the future.

The current zoning code has 28 zones, and we propose a consolidation to 14 base zones representing the primary land use types as depicted in figures 3-3 and 3-4. All properties will be assigned a base zone of residential, commercial, industrial, institutional, open space, or mixed use. An updated zoning code would establish new requirements to maintain these land use categories, but could also allow greater development flexibility within each base zone to reflect localized needs and evolving real estate market trends. Overlay zones may be added for areas under special circumstances to have additional requirements for sensitive areas such as historic districts, Chesapeake Bay Critical Areas, flood prone areas, and source drinking water protection areas. The proposed zones are consolidated from existing zoning, and are summarized in Figure 3-4:

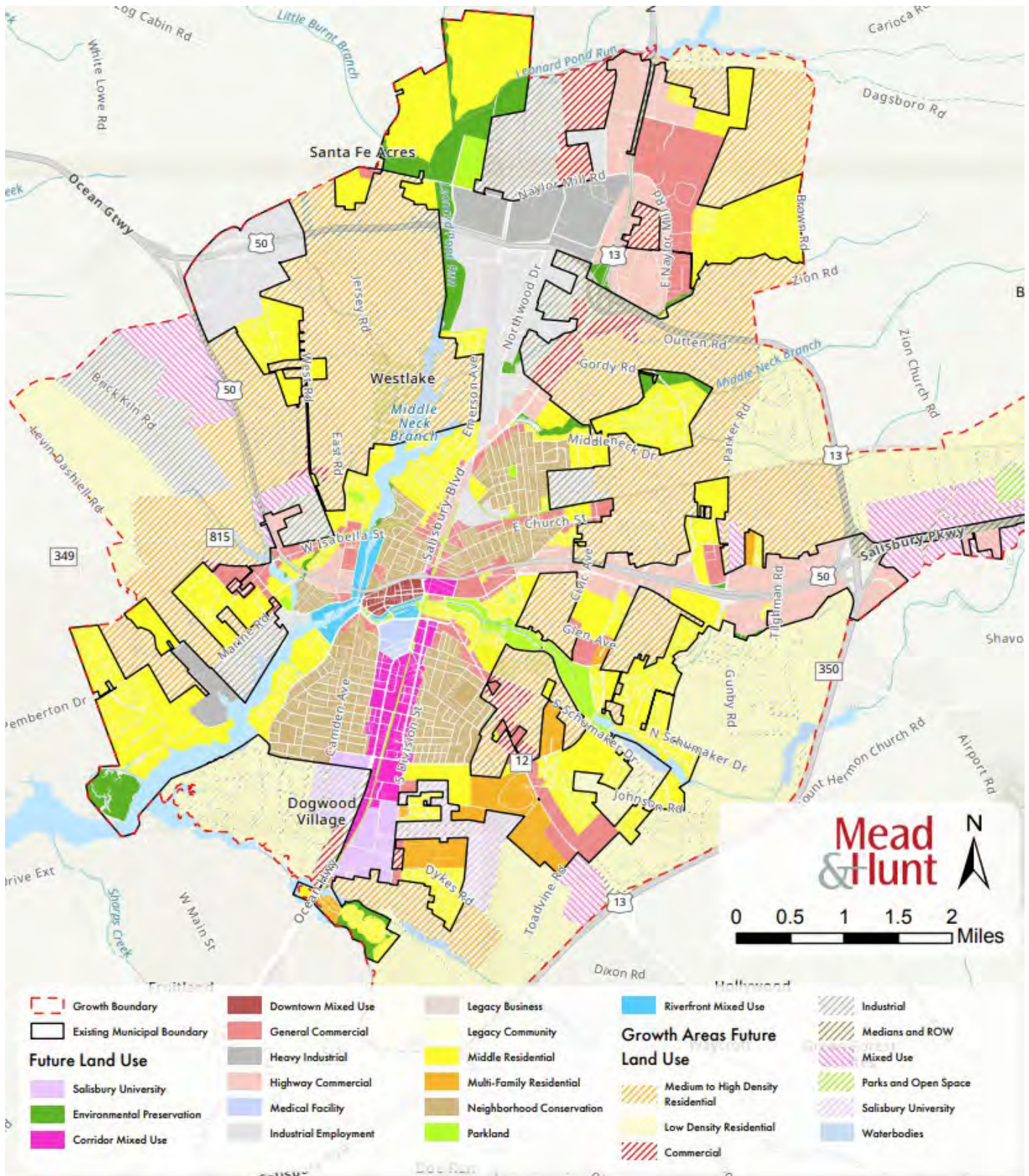


Figure 3-3: Proposed Land Use and Growth Boundary

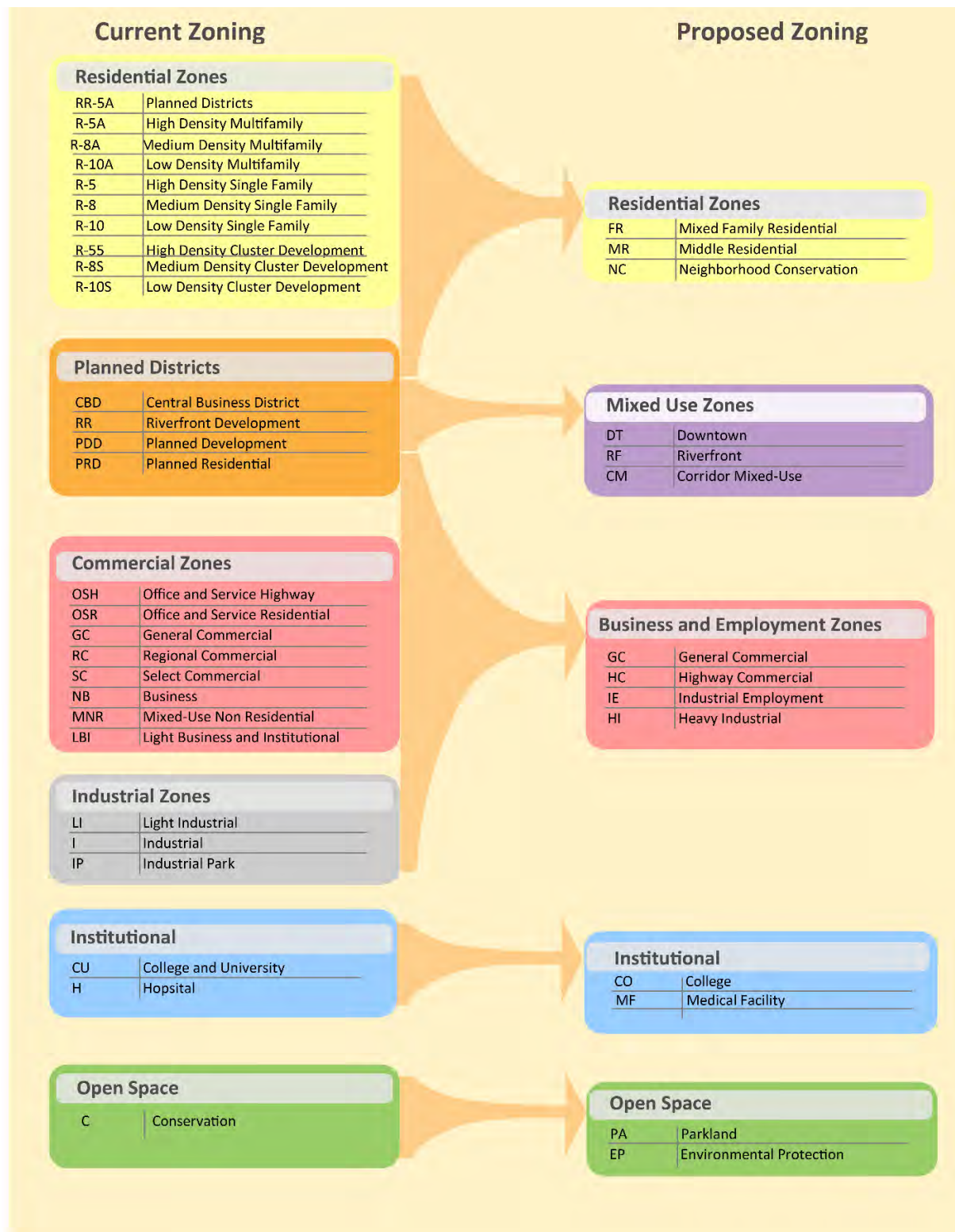


Figure 3-4: Proposed Zoning Designations



Residential Zones

Residential areas will be neighborhoods that are already established or areas where new residential communities may be developed. A greater emphasis will be placed on housing diversity and flexibility allowing opportunities for single-family as well as multi-family dwellings, smaller cottage homes, and accessory dwelling units. Some commercial uses will also be allowable when compatible with the context of a residential neighborhood, such as small-scale in-home businesses and neighborhood-oriented, walk-up retail establishments. This will help to provide a greater variety of housing stock for people with different needs and at different income levels, whether they are families, singles, couples, seniors, people with disabilities, students, or co-housing. The scale and density of housing will be suited for the more urban context of Salisbury with more walkable and compatible mixes of development.

Mixed-Family Residential (FR) – Mixed-Family Residential areas will have housing with higher-density, multi-family development such as condominiums and apartment complexes up to three stories tall and 25 units per acre. The zoning regulations also specify lot coverage, parking and circulation, and open space and landscape requirements. Some small-scale and neighborhood-oriented commercial uses are also permitted when complimentary to the community.

Middle Residential (MR) – Middle Residential housing will be medium-density areas that accommodate single-family and attached townhome and duplex-style housing with walkable development patterns. Zoning regulations will allow developers and property owners some flexibility to build a range of sizes, cluster development, integrate accessory uses, and incorporate public open space. Height limits will allow a maximum of three stories with a density of up to 20 units per acre.

Neighborhood Conservation (NC) –Salisbury has many established residential neighborhoods. In these areas, zoning will be focused on preserving the existing neighborhood character. New development will be complementary to the scale and architectural style of the neighborhood. Certain housing types and non-residential uses that are compatible with the existing neighborhoods and scaled to the size of nearby single-family homes would be permitted. Height limits will allow a maximum of three stories with a density of up to 20 units per acre.

Mixed-Use Zones

Mixed-Use zones are areas where different land uses may coincide within the same development. Developments can integrate commercial and residential uses together and sometimes light industrial and institutional uses as well when the uses are compatible. Mixed-use zones also have form-based codes. Requirements are less focused on the type of use, and instead have a strong focus on architectural design compatibility, quality placemaking within the public realm, and integration of supporting uses together. Mixed-use areas offer flexibility to developers and landowners to use properties for different purposes while maintaining cohesion and harmony within the community.



Downtown (DT) – The downtown area will continue to be the center of business, government, and cultural activities in Salisbury. Zoning downtown focuses on placemaking strategies with infill and mixed-use development, compliment the historic character, strengthen the aesthetic quality, and supports economic growth and diversity. This zone promotes higher densities with height limits up to ten stories and minimal setback and parking requirements.

Riverfront (RF) – Salisbury’s Riverfront is an important feature and prime location where marine commerce, waterfront recreation, new development, and nature all interface together. It offers unique opportunities for economic development and has unique environmental attributes to preserve and protect. New development and environmental conservation efforts will work together to leverage these unique opportunities. This zone promotes continuity of the public realm along the water as well as an improved pedestrian environment along the streetscape.

Corridor Mixed Use (CM) – These corridor areas are the places where businesses, institutions, residences, and transportation are concentrated and interconnected together in a way that defines the city’s character. This area serves as a gateway to and a connection between important destinations. Corridor areas balance demands of mobility, economic growth, housing, environmental sustainability, aesthetics, and quality of life. Together, these aspects help to create an inviting and economically self-sufficient core and gateway to downtown. These are urban areas where infill and higher density development is a focus with height limits up to eight stories and a building orientation up to the street with minimal setbacks creating a more walkable environment.

Business and Employment Base Zones

Business and Employment zones are areas mainly where commercial and industrial development is concentrated. These include office and retail uses as well as industrial and flex uses. Some residential uses are also allowed when compatible with surrounding uses.

General Commercial (CG) – General commercial zoning is proposed for neighborhood or smaller scale commercial areas serving the local community. These uses typically require public access for commercial activity such as retail, office, hotel, and restaurant uses. This a medium density use with height limits up to three stories and some flexibility with setbacks and lot configuration. These areas can be accessible by car as well as on foot, bike or transit, and will include some areas for parking. There is an emphasis on clustering commercial development to preserve open space, increase walkability, and support development cohesion.

Highway Commercial (HC) – These are larger and regional-scale commercial areas along highway arterials that are more auto-dependent, lower-density development. This zoning accommodates uses such as strip shopping centers, gas stations, car dealerships, or public storage facilities. These areas will accommodate vehicular access and interconnectivity with adjacent properties. Additional landscaping and buffers will be required to minimize and break apart expanses of pavement. Developers and property



owners will have the flexibility to orient buildings closer to the street frontage with parking behind.

Industrial Employment (IE) – Industrial Employment areas allow light-industrial uses for conducting business in a lower-density model than in commercial areas. These areas may include offices as well as light manufacturing, warehousing, maintenance facilities, and flex-space. These are areas that are not dependent on heavy freight access. Employment Industrial zoning will typically blend compatibly with nearby commercial and institutional zones, and protections to limit nuisances will be required for nearby residential and open space zones.

Heavy Industrial (HI) – Heavy industrial uses are those of larger-scale manufacturing, processing, warehousing, and maintenance yards. These areas will typically have access for heavy freight either by truck, marine cargo, or rail, and these areas are generally not compatible with residential areas or public gathering spaces. Heavy industrial zones will require a buffer for screening if located adjacently to sensitive land uses, and will require appropriate accommodations for freight access without impacting nearby residential neighborhoods, activity centers, commercial areas, or open space.

Institutional Zones

Institutional zoning areas are primarily areas for educational and medical uses with some flexibility for mixed-uses and complementary commercial businesses. The Institutional area zones are intended to promote and enhance the development and expansion of medical and educational uses and minimize the adverse impacts that can result when institutional uses are located near residential neighborhoods.

Medical Facility (MF) – Salisbury is home to a regional healthcare institution and numerous medical facilities. Medical Institutional zoning will be areas for medical and public health related facilities serving public medical needs, including hospitals, doctors offices, surgical centers, rehabilitation facilities, wellness centers, pharmacies, and medical laboratories. These are areas serving a public need, and therefore are publicly accessible. However, additional protections are incorporated to limit potential nuisances to sensitive land uses adjacent to medical facilities.

College (CO) – The College zoning is where higher educational facilities are located including college and university campus and other higher education and trade school learning facilities. The purpose of this district is to recognize lands located within the boundaries of the main campus of Salisbury University, lands off the main campus used by the University, and to provide additional lands to promote orderly interrelated development of college-related facilities. This zoning category is intended to provide for the continued growth and development of colleges and universities and associated accessory uses and ancillary facilities. Mixed uses, including housing, offices and services, entertainment and recreation, are permitted, which are intended to complement higher education use and which will be the least incompatible with future growth and expansion.



Open Space Zones

Open Space zones are areas for parks, natural conservation, and environmental resource protection. These areas are important areas to provide shared recreational space in communities throughout the City, and to protect and enhance the natural environmental assets for future generations to enjoy.

Parkland (PA) – Public Parkland zones are protected open space offering public access to gathering spaces, recreational amenities, and natural areas. Some development is permitted in parkland zones but development shall be very low density with ample outdoor space.

Environmental Protection (EP) – Environmental Protection zones are highly sensitive natural areas that may be irreversibly damaged with certain kinds of development, or areas with potential to be restored into a well-functioning natural habitat. Potential for impacts will be restricted with minimal development allowed in these areas.

Land Use Strategies

Encourage development density downtown

Density is an important factor in the development of an urban network and downtown. A higher concentration of people and residents leads to attractive communities that draw in more business, tourists, and people seeking recreation. When areas become more dense, there is an influx of residences built which reduce shortages in housing, this can also have positive effects on land value for property owners if they live in a sought after community. Development density also increases the variety of businesses and commercial as well as public services due to the size in the customer base. That customer base also influences the quality of parks and playgrounds, public transit, and accessibility needs, all of which function and are maintained regularly. Attractive buildings and public spaces draw in more eyes which adds to the security of all occupying the space as numbers is often a deterrent for crime, and social interaction and thereby encouraged promoting a healthy downtown.

Provide and plan for varying modes of transportation

Transit oriented development (TOD) is a planning practice that combines the efforts of revitalization and the principles of walkability and access and integrates them into urban places near public transit and transportation hubs. A development that is transit-oriented maximizes its public greenspace, residential and commercial properties and works to achieve a working relationship between the uses that can situate and steer residents and visitors freely from one place to another without the need for a personal vehicle. They are compact communities that densify their urban form to place as many amenities, thoroughfares and access points into the region as possible. Transit can take many forms such as bus stops, train stations, multi-modal transit options such as bike or scooter share programs. Transit-oriented developments must also work to ensure that they are ADA accessible for any persons with alternatively abled needs.

TODs increase safety for pedestrians and cyclists as it slows down traffic along main streets. This in turn helps to reduce aggressive driving as it is not a place to quickly pass by, thereby creating a



sense of place. Due to their compact nature, TODs also minimize the impacts of sprawling development. This creates opportunities for residents to live, work and play in the same area. Reducing the dependence on personal driving also provides access to better health and life services for residents that may not have a vehicle, or be permitted to drive. An increase in street activity has also been shown to positively impact a feeling of safety and security among those traveling alone, due to the number of persons that may be occupying a public space at a time.

Create dynamic public spaces

Creative placemaking is an urban planning strategy that seeks to provide innovative ways of designating and laying claim to spaces that are important to a community. This can be through public art, wayfinding signage, landscaping, and a host of other tactics. For differing neighborhoods in Salisbury there may be a multitude of sites of significance that can benefit from creative placemaking in the process. Districts can depict murals of historic events or members of the community. Gardens, and scenic overlooks can be highlighted through signage for visitors and locals alike. Artists and vendors can have their work spread all throughout the City as mainstays to add their voice and experience to the public realm and spaces in downtown. This can also be achieved through landscaping and designing with nature. Bioswales and tree planters can also function as public seating providing a service for frequenters of the downtown area and promote gathering.

Implement design guidelines and standards to promote compatibility and neighborhood preservation

The 2010 Comprehensive Plan called for the establishment of design standards for new construction in the City's new, as well as existing neighborhoods. Design guidelines for local governments and communities provide a methodology of architectural and preservation best-use practices at a policy-level to potential developers and applicants to ensure their end product aligns with the existing intentions of an area.

In 2019, The City adopted its first Historic District Design Guidelines to ensure new development in one of the City's historic districts remains architecturally compatible with exiting vernacular. This has influenced the design of new development Downtown, and will continue to preserve historic district integrity as new development occurs.

There are no design guidelines for areas outside historic districts. With anticipated zoning updates, there is an opportunity to create Form Based Codes in areas expected to see more redevelopment. Specifically, these areas are the Mixed-Use land use categories downtown, along US 13 between downtown and Salisbury University, and the Riverfront areas. A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a mere guideline, adopted into city, town, or county law. A form-based code offers a powerful alternative to conventional zoning regulation.

For the City of Salisbury, these design guidelines or building standards promote a baseline standard of quality that can achieve attractive building facades and landscaping and be replicable throughout the existing and growth boundaries of the City. Design guidelines offer a sense of consistency between the old and the new. Wherein the introduction of a new business, or home,



does not compete with the aesthetic that may have been established. They can also save developers money in the designing process. Much of the primary spending once a piece of land has been acquired, is finding what design and architectural measures the hired designers must take to fit within a given community. If guided by the standards set up in the local government for an area with these principled bounds, the negotiation of their product should cut down on the iterative process so long as it is in accordance with what has been set before. Design guidelines also highlight what is successful about regions. Places with good design attract people and business which fuels the economy and adds to overall quality of life. When those standards are investigated, they can be reproduced to net positive means.

Increase walkability

A land use strategy in the previous iteration of the 2010 City of Salisbury Comprehensive Plan was the promotion of compact, walkable communities. With the inclusion of accessible means of navigation and the pedestrian experience, a walkable community is one in which a person is able to move freely and safely without the use of a large vehicle, namely an automobile. Walkable communities have a variety of amenities all within a close proximity. Planners often use the 15-minute timeframe to determine an area's walkability. Noting how many varying amenities can be engaged within that time. This can span from a park, to a library, from a multitude of storefronts, to a sitting or reading nook. A grocer, a school and one's own home, all can all be in a short traveling distance from one another in a walkable community. There are many benefits to walkable communities, for example, it promotes personal and ecological health. Walking as exercise for the body, and the limited reliance on automobiles and the pollution they may emit, or electricity they may use. It also limits urban traffic with fewer vehicles on the road. Increase walkability promotes tourism, as an area with many sights to see and places to engage with are magnetic for visitors, which in turn has great economic repercussions, particularly with small local businesses. Walkability also strengthens communities, as neighbors become more familiar with one another through visible interaction in a way that personal vehicle travel does not allow. And with a greater sense of community, an inherit sense of can grow.

Encourage new urban development that is mixed with both residential and commercial space knit closely together

Residential and commercial uses have a symbiotic relationship. One property's value sustains the other, those that shop closely to the areas in which they live form relationships to these shops and are shown to visit more regularly than making large weekly to biweekly hauls. It is important that in new urban development these spaces maintain proximity to one another. The increase in social interaction leads to thriving communities and cuts down on traffic, parking issues and the use of automobiles for quick trips. Development that mixes these uses also are a lower risk investment as there is a built in customer base with high exposure. In many cases, residents may be employed by these very commercial uses in highly desirable convenience. Below are several strategies that encourage this mixed use outcome.

Encourage infill development and adaptive reuse

Infill development takes place in areas of a City that have parcels of undeveloped or vacant land within an area that is already largely developed. These lots can either be empty from a previous



demolition or a structure which may still sit on the parcel, and can range from a single lot, to an entire block. Properties that are able to be redeveloped often exist in residentially zoned neighborhoods that may have had a home become dilapidated. They are a prime space for a newer residence to take its place. This can take form as a single family attached, detached, or small multi-unit dwelling like a duplex or triplex. Architectural elements of infill development can match directly with the likeness and styles of that of the existing neighborhood, or vary greatly in theme and aesthetic. This is of course, dependent on any design standards that a neighborhood may or may not require within the City of Salisbury. Infill development promotes land conservation, reduces blight, and can fill in missing pieces of a disconnected community. Relaxing building and design requirements for infill development is another strategic to assist in the connection of communities and neighborhoods throughout Salisbury.

Sustainability is growing in importance with the expansion of the built environment. Particularly with the urbanization of much of our underdeveloped land, it is important to adopt sustainable practices to reduce energy costs, and varied pollutants, improve air quality and biodiversity, and maintain healthy manufacturing and quality of building materials. Post 2020, the average cost of building materials increased dramatically with the demand for housing growing at a significant rate. This caused a supply shortage for items such as lumber, masonry and fabrication metals. Adaptive Reuse is a strategy that takes the existing infrastructure of a building and instead of demolition, repurposes the framing, material, and historic character into a new or reinvigorated use. It is a strategy that lowers resource consumption and promotes creative reimagining of a space and its relationship to the community it serves. Reusing and adapting a structure reduces waste from razing and urban degradation. It fortifies infrastructure that may have become dilapidated over time and could potentially be an economically beneficial investment in comparison of new construction. It can also not be overstated that the historic significance of revitalizing a cultural asset can be incredibly beneficial to community identity. Old plants and warehouses that have been lost to time, that employed many community members could be restored and provide housing to a new generation.

Provide more industrial space and foster industrial employment districts

Industrial uses and manufacturers are one of the primary drivers of development in the 19th and 20th century and continues to be an economic driver in Salisbury and across the region. Salisbury is uniquely positioned at the crossroads of the Delmarva Peninsula's main highways of US 50 connecting east-west and US 13 connecting north-south, and has the State's second largest Port. The surrounding area offers a wealth of agricultural resources that need to be processed and shipped to destinations throughout the region, nationwide and worldwide.

In the same way that the mixed use districts concentrates that particular use, designating an employment district for industrial uses could achieve something similar for employees of these production and processing sites. Having an employment center, one that may provide incentives for living near the property, provide retail and similar amenities almost exclusive to the industrial site. These work campuses can provide a much needed separation from other districts and still optimize the transportation means of either river, highway or trails needed for industrial.



Preserve and increase green space

Access to green space and the natural environment has restorative properties and adds to the quality of life for human beings. Not only does the addition of more plants, and trees have biological benefits such as an increase in cardiovascular health and reduction of heart, and lung related diseases, but they are also known to reduce stress, mental fatigue and contributing to the overall well-being of residents. The preservation of the green areas must be intentional. As properties develop into high density residential, or commercial properties, every step of the process must ensure that there is careful consideration of the environment and how to continually provide spaces for their enjoyment. Below are strategies to support this guiding principle.

Greening urbanized spaces

There are several techniques the City of Salisbury can implement to preserve and achieve an increase in green space. One, is to add green to areas that are highly urbanized. An urbanized region is one that is typically well developed, wherein buildings and structures take up most of the acreage. Often this means that the land is fully covered, either by poured concrete for foundations, or parking lots/garages, or sidewalks, streets and roofs. These aggregate materials are typically referred to as “Impervious Surfaces” meaning that the material or paving is covered with water and air resistance. This is a positive in terms of building and construction because it keeps away natural wear and tear from wind or rain but has a negative effect on the aeration of roots for trees and grasses and causes a rise in temperature due to the elimination of the urban forest. This adds to what is known as the “Urban Heat Index” which notes the increase in warm/hot climate in regions of a city that have little to no shade, causing more exposure to the elements, a heating of the aggregate-built materials, and the reflection of the sun on these materials. This also causes issues with the draining of water from rain events into the soil below.

A green roof, also referred to as living roof, is where the roof of a building is partially or completely covered with vegetation, soil or any combination therein. The design criteria for a green roof should be made site specific. However, the exposed portion of the roof typically includes a drainage and irrigation system that seeks to absorb water and sunlight for the vegetation and sends the excess water either down the building’s gutter infrastructure or into freshwater collection in the way of barreling. This technique provides an additional system for cleaning air, the option of growing food, reduction of stormwater runoff, and could reduce a building’s energy usage stemming from cooling in warmer months. The inclusion and introduction of street trees combats the same issues. They provide shade for pedestrians and bikers traveling down a sidewalk or shared use path, lowering the urban heat index. They absorb water that could potentially travel down a building’s gutters and catching excess before it finds its way into the city’s drains. Street trees also protect biodiversity and allow for micro-habitation of birds, insects and pollinators. Trees also add to the overall streetscape and provide a more complete feel that draws more people of utilize and occupy the space. Often times, street trees are installed with permeable paving with some kind of joint material that allows water in, a layer of soil bedding, an underdrain if needed and a reservoir for temporary wet storage.



Pocket Parks

Additionally, parks are places of communal gathering as well as spot for leisure, sport, or recreation. This type of greenspace is one to be utilized for people of all ages therefore it must be ensured that they are all accommodated with the appropriate features. Benches, open space for running, ADA compliant trails, just to name a few. But parks can vary in their specific accommodations as well. Playgrounds and jungle gyms being introduced could classify the park exclusively for children, while the compact soil, run mazes and fencing might classify the space as a dog park. Pocket parks are small park areas that are accessible within the public realm for general use. They are referred to as “pocket” size because they are typically smaller than 0.5 hectares and can fit in spaces in municipal regions without much programming. The goal of a pocket park is to conserve the scenery and natural elements within a municipality. For the City of Salisbury, pocket parks are a great way to improve resilience and sustainability, contribute to community identity, and provide both active and passive recreational opportunities.

Conservation districts (land use authorization)

Conservation districts are sectioned portions of a municipality that have been identified as having a concentration of natural features such as highly forested areas, wetlands, rivers, soil and wildlife. The Wicomico River snakes through the heart of downtown Salisbury, and there are a multitude of ponds and creeks that are scattered all throughout the City. Part of the land use effort and zoning re-write could be the inclusion of a use type known as a conservation district which would effectively protect these regions from disturbance. This classification would hinder development from occurring within the set parameters of the district. The goal of which is to facilitate the passive recreational enjoyment of these spaces and preserve their maintenance and growth.

Separate industrial land farther apart from residential areas

Industrial uses are a difficult but very necessary part of the City’s system. It is a large economic driver dependent on what it may produce and process, and often employs a large swathe of the members of a community. This is particularly relevant at the Perdue plant location, which we propose to be rezoned to Highway Commercial, and at the North Prong Waterfront, which we propose to be rezoned as Riverfront.

Manufacturing, warehousing and distribution has taken on many forms over the years, and with the influx of private, direct to consumer shipping, these distribution hubs have grown in necessity and importance for our communities. However, with this reliance on industrial manufacturing, the means of operation must accompany it. Odd hours of operation, pollutants, noise, and the physical burden on infrastructure are all seen as negative impacts on the public and quality of life. In many cases, such as for military or specialized governmental purpose this work can also be proprietary, and beneficial to businesses and manufacturers to keep their practices from public view. Below there are several examples of buffering techniques that adequately screen industrial sites from more domestic and residential areas and keep them at an acceptable distance for ideal operation conditions.



Buffering is a useful tool to provide separation between uses. Natural buffers intuit the use of lining and creating a perimeter for protections using items that occur in nature. One example of this is a BMP. A BMP, or Best-Management Practice is a combination of practical means to reduce the amount of pollution and implement the protection of water quality and soil/forest conservation. Oftentimes a BMP in planning can refer to the installation of a lake, or pond feature that can serve to not only aid in water mitigation, and restoring the groundwater table, but offset the environmental impacts of construction and development. Because BMPs can be very large and take up a significant amount of land during the proposal process of a project, they can be designed as a great buffer between residences and industrial uses. They also function to add to the natural landscape and provide an additional viewshed that might have otherwise not existed.



Chapter 4 Economic Development and Jobs

The Economic Development and Jobs Element of the Comprehensive Plan is to serve as a guide for future reinvestment and development within the City of Salisbury. It sets forth the vision, basic development goals, and guiding principles to support equitable economic development.

Existing Conditions

- 15,469 Employed persons 16 years of age or older
- 5.7% Unemployment rate as of January 1, 2023
- Largest employment sector in Salisbury is Education Services, and health care and social assistance, representing 30.75% of the employed population
- Majority of Salisbury workers (72.7%) work within Wicomico County
- Majority of Salisbury workers (63.2%) travel for less than 20 minutes to work

Employment Statistics

Employment statistics for Salisbury's population 16 years and over are provided in table 4-1 alongside Wicomico County and the State of Maryland employment statistics. Of Salisbury's residents (16 years and over), 59 percent are employed, 7 percent are unemployed, and 33 percent are not in the labor force. The City of Salisbury's unemployed percentage is 1.8 percent higher than Wicomico County and 3.4 percent higher than the state of Maryland.

Table 4-1: Employment Statistics (2021)

	Maryland		Wicomico County		Salisbury	
Population 16 years and over	4,931,565		83,314		26,160	
Employed	3,120,977	63.3%	49,888	59.9%	15,469	59.1%
Unemployed	175,507	3.6%	4,334	5.2%	1,838	7.0%
Armed Forces	33,795	0.7%	199	0.2%	152	0.6%
Not in labor force	1,601,286	32.5%	28,893	34.7%	8,701	33.3%

Source: American Community Survey (ACS) 2021 5-Year Estimates

Table 4-2 (following page) provides more recent unemployment data, providing Salisbury's historical trend of unemployment with comparisons to the County and the state, every two years from 2015-2023. As of January 1, 2023, the City's unemployment rate was 5.7%. While this is lower than any of the other years represented in the table, it remains higher than the County's and the State's unemployment rates, however, it is worth noting that seasonally adjusted rates were not available for Salisbury and Wicomico County.



Table 4-2: Unemployment Trends

Place	Jan. 2023	Jan. 2021	Jan-19	Jan. 2017	Jan. 2015
Salisbury (U)	5.7%	9.4%	6.7%	8.4%	10.0%
Wicomico County (U)	4.2%	7.9%	5.8%	7.3%	8.9%
Maryland (S)	3.0%	6.4%	3.6%	4.1%	5.4%

Source: Bureau of Labor Statistics, 2023

Industry of Employment

The type of industries employing Salisbury residents and the number of employed residents working in these industries are depicted in table 4-3. In 2021, the City of Salisbury had a population of 33,050 and an employed population of 26,610. Of those employed, the top three sectors were educational services, and health care and social assistance (30.8%), Arts entertainment and recreation and accommodation and food services (16.6%), and manufacturing (11.9%). Educational services, and health care and social assistance industry also have the largest share of employees in Wicomico County and the State of Maryland, however the State of Maryland has 16 percent of its employed population in the professional, scientific, and management and admin industry compared to only 6.4 percent in Salisbury. Despite this difference, the proportions of sectors of employment for Salisbury residents is very similar to Wicomico County and the entire state of Maryland.

Table 4-3: Industry Employing City Residents (2021)

	Maryland		Wicomico County		Salisbury	
Civilian employed population 16 years and over	3,120,977		49,888		15,469	
Agriculture, forestry, fishing and hunting, and mining	16,466	0.5%	995	2.0%	268	1.7%
Construction	227,706	7.3%	3,436	6.9%	629	4.1%
Manufacturing	144,276	4.6%	4,773	9.6%	1,843	11.9%
Wholesale trade	53,798	1.7%	696	1.4%	132	0.9%
Retail trade	286,672	9.2%	6,031	12.1%	1,540	10.0%
Transportation and warehousing, and utilities	154,026	4.9%	1,980	4.0%	485	3.1%
Information	57,428	1.8%	851	1.7%	307	2.0%
Finance and insurance, and real estate and rental and leasing	189,117	6.1%	2,009	4.0%	402	2.6%
Professional, scientific, and mgmt, and admin. and waste mgmt services	499,014	16.0%	3,339	6.7%	983	6.4%
Educational services, and health care and social assistance	738,361	23.7%	14,531	29.1%	4,757	30.8%
Arts, entertainment, and recreation, and accommodation and food services	244,917	7.8%	6,234	12.5%	2,562	16.6%
Other services, except public administration	166,958	5.3%	2,278	4.6%	860	5.6%
Public administration	342,238	11.0%	2,735	5.5%	701	4.5%

Source: American Community Survey (ACS) 2021 5-Year Estimates



Location to Employment

Table 4-4 explores where Salisbury residents work. While a majority of residents (72.7%) stay within Wicomico County for work, 16.2% work in other Maryland counties and 11.1% work outside of the state. This is not surprising as the state line with Delaware is less than seven miles from Downtown and the state line with Virginia 25 miles away.

Table 4-4: Employment Location Patterns, 2021

Subject	Count (Estimate)	% of Total
Total Persons in Workforce	15320	100.0%
Worked inside Wicomico County	11138	72.7%
Worked outside of Wicomico County	2482	16.2%
Worked outside of Maryland	1701	11.1%

Source: American Community Survey (ACS) 2021 5-Year Estimates Subject Tables

Commuting to Work

Table 4-5 represents the method of travel to work and the average travel time for the City and County labor force. According to the 2020 Census, approximately 77 percent of City residents drove alone to work using a car, truck, or van as their source of transportation and 13 percent carpooled to their place of employment. The remaining 10 percent relied on public transportation (2 percent), walked (3 percent), had other means (2 percent), or worked from home (3.3 percent). As anticipated, the percentages between the City and County are similar with exception of Salisbury having a slightly higher percentage of the labor force carpooling. The mean travel time to work for the city is 22.5 minutes.

Table 4-5: Commute to Work Characteristics (2021)

	Maryland		Wicomico County		Salisbury	
Workers 16 years and over	3,091,677		49,458		15,320	
Drove alone	2,158,643	69.8%	40,204	81.3%	11,773	76.8%
Carpooled	252,581	8.2%	4,368	8.8%	1,954	12.8%
Public transportation (excluding taxicab)	197,448	6.4%	319	0.6%	285	1.9%
Walked	61,787	2.0%	835	1.7%	447	2.9%
Other means	54,213	1.8%	790	1.6%	354	2.3%
Worked from home	367,005	11.9%	2,942	5.9%	507	3.3%
Mean travel time to work (minutes)	32.5		22.6		22.5	

Source: American Community Survey (ACS) 2021 5-Year Estimates



Figure 4-1 shows the travel time to work for Salisbury residents. 9,683 residents, or 63.2%, travel less than 20 minutes to work. Conversely, 4,612 residents, or 30.1%, travel 30 minutes or greater to get to work.

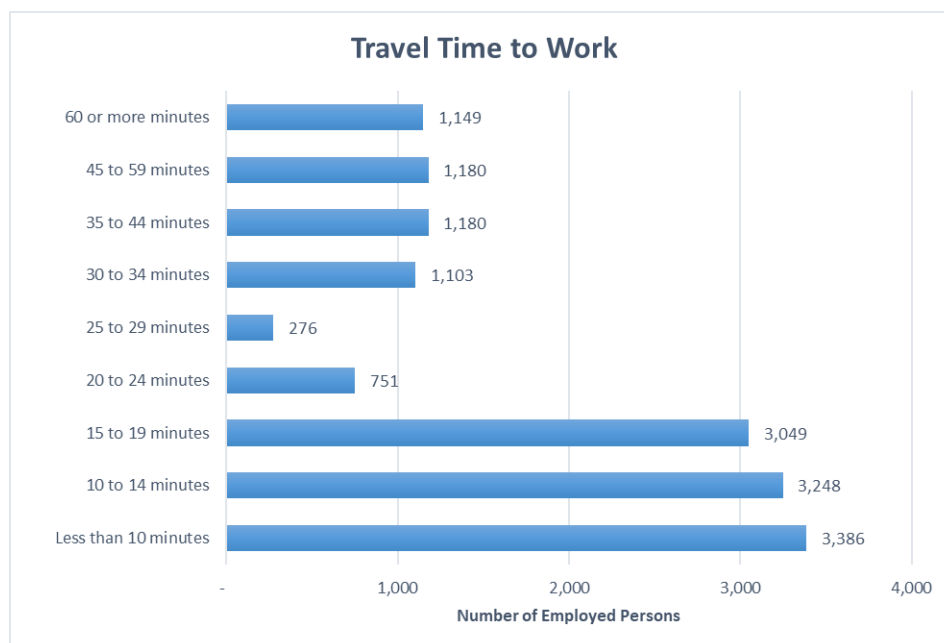


Figure 4-1: Travel time to Work (Source: American Community Survey (ACS) 2021 5-Year Estimates)

Targeted Investment Areas

Maryland's Designated Opportunity Zones

The Opportunity Zone program is a nationwide initiative administered by the U.S. Treasury created under the 2017 Tax Cuts and Jobs Act. The program provides federal tax incentives for investment in distressed communities over the next 10 years. Areas designated as Opportunity Zones will be able to reap the benefits of project prioritization and capital programming to invest in underserved communities.

In Salisbury, there are multiple State-designated [opportunity zones](#) supporting the goals of this comprehensive plan, including:

Priority Funding Area – This state law directs state spending to Priority Funding Areas (PFA's). PFA's are existing communities and places designated by local governments indicating where they want state investment to support future growth. Growth-related projects covered by the legislation include most state programs that encourage or support growth and development such as highways, sewer and water construction, economic development assistance and state leases or construction of new office facilities.

Enterprise Zone - The Maryland Enterprise Zone Program is a local economic development program established by the Maryland General Assembly that gives local governments the legal authority to offer economic incentives, including real property and income tax credits.



[Maryland Economic Development Assistance Authority Fund \(MEDAAF\)](#) - A flexible and broad-based program, MEDAAF (also known as Advantage Maryland) funds conditional grants, loans and investments to assist economic development initiatives in designated areas. Uses include business attraction and retention, infrastructure support, brownfield redevelopment, arts and entertainment districts, daycare, revolving loan funds and local strategic planning.

[Sustainable Community](#) - The Maryland Department of Housing and Community Development's Sustainable Communities Program is a place-based designation offering a comprehensive package of resources that support holistic strategies for community development, revitalization and sustainability. Led by the Department, Sustainable Communities has provided local governments with a framework for promoting environmentally, economically and socially responsible growth and development in existing older communities. The 2010 Sustainable Communities Act defines Sustainable Community Areas as places where public and private investments and partnerships achieve:

- Development of a healthy local economy;
- Protection and appreciation of historical and cultural resources;
- A mix of land uses;
- Affordable and sustainable housing, and employment options;
- Growth and development practices that protect the environment and conserve air, water and energy resources, encourage walkability and recreational opportunities, and where available, create access to transit.

[Community Legacy Area](#) - The Community Legacy program provides local governments and community development organizations with funding for essential projects aimed at strengthening communities through activities such as business retention and attraction, encouraging homeownership and commercial revitalization. Projects/activities typically include, but are not limited to:

- Mixed-use development consisting of residential, commercial and/or open space
- Business retention, expansion and attraction initiatives
- Streetscape improvements
- Increasing homeownership and home rehabilitation among residents
- Residential and commercial façade improvement programs
- Real estate acquisition, including land banking, and strategic demolition

[Neighborhood BusinessWorks](#) - The Neighborhood BusinessWorks program (NBW) provides a revitalization resource to help stimulate investment in Maryland's older communities. The NBW loans provide flexible loan financing to small businesses located in or expanding in locally designated neighborhood revitalization areas throughout the State.

Economic Development Goals

Promote community-based economic development that brings all members of the community into the local economy while positioning Salisbury as the economic center of the Eastern Shore.

- Encourage and support locally-owned small businesses



- Promote and support a local tourism industry, such as hotels and experience-based businesses (guided tours, museums, tourist attractions)
- Increase and encourage local job-training opportunities (expand and improve access to trade schools, community college, and higher education)
- Encourage and support expanding major anchor institutions like Salisbury University and TidalHealth
- Attract and encourage businesses and corporations to invest and expand in Salisbury, including health care, research, manufacturing, food processing, and distribution businesses.
- Expand industrial development to increase skilled-trade and blue-collar job opportunities, such as warehousing, manufacturing, cargo handling and freight movement, mechanical work, etc.

Economic Development Strategies

Encourage and support locally-owned small businesses

Before the introduction of large corporations and big box stores, the locally-owned small business was the bedrock of commerce for communities. Farmers, artisans, and service providers supplied residents with the essentials needed for everyday life. Often these businesses would pass through a shared generation of workers becoming a staple synonymous with the community as whole. In kind, generations of residents might also work at these locally-owned establishments cycling out with each passing year. Which can lead to better service due to familiarity. It is important to encourage small businesses because they create local job force, communities tend to become more involved through events, and their ties to the neighborhoods they service make them strong leaders and voices for the needs of their constituents.

Small business organizations, coalitions

Small business organizations are typically made up of owners and managers that gather due to the stake and influence they have within the communities they serve. Often, they can be assembled of their own accord, but local governmental departments, namely Economic Development, can play a part in the logistics of their goal setting. These business coalitions can collaborate on strategies that amplify community goals. Leaders of these coalitions can also leverage their position in the business world to attract other entrepreneurs to build their product or service.

Central business districts for SWAMS

There have been organizations and plans in the recent past that have been centered around building out a Central Business District for the City of Salisbury. A Central Business District is designated locality with extents that drawn out for their concentration of commercial properties and opportunity for expansion. The creation of these districts have a great increase in economic activity as they become hubs for retail and wholesale shopping, as well as regional and local events and entertainment. In 2014 a study regarding the Salisbury Central Business District Revitalization Plan was published. The document, now in University archives detailed a plan for Salisbury's business center between 1945-1955. The plan, created before the Route 50 by-pass



called for a number of infrastructure improvements to support a business center. The City also had the Central City District commission which is currently inactive. Reinstating this organization could provide influence for business owners within the City, and staffing Small Women and Minority owned businesses (SWAMS) would allow more agency in the decision making process, advocating for local entrepreneurs.

Support Pop-up Economies

Pop-up economies revolve around the concept of temporary retail spaces, commonly known as pop-up shops. As a strategy for economic development, pop-up economies offer several benefits. They stimulate local economies by attracting visitors and increasing foot traffic, which can boost sales for nearby businesses. They also generate job opportunities in sales, marketing, and event planning. Moreover, pop-up economies foster entrepreneurship by giving new businesses a low-risk way to test ideas and attract customers without needing a permanent location. By fostering innovation and creativity, pop-up economies create a dynamic and adaptable retail landscape that supports sustainable economic growth.

Promote and support a local tourism industry, such as hotels and experience-based businesses (guided tours, museums, tourist attractions)

A strong community seeks to benefit not only residents that currently live there, but those that may visit or been drawn to experience events in that community. Extended family and friends of residents in the City of Salisbury may wish to showcase their favorite restaurants, museums or biking trails. Even people who may have no previous connection to the City can be drawn to it for a multitude of factors and therefore it is important for tourism as an industry to thrive and push the local economy forward. Experience-based industries create employment opportunities such as guided walking and biking tours, museum and heritage associated engagements, and restaurant/local food vendor recommendations and critiques.

Improve wayfinding signage to special places and amenities (built and natural environments)

Wayfinding is a means of orienting ourselves based on where we are and our proximity to other physical locations. The goal of wayfinding signage is to provide a tangible guide that connects these locations to facilitate as much activity as possible. There are several different types of wayfinding signage, they of course can be directional, providing insight to the location of a particular destination such as a museum to the right, or fountain straight ahead. Informational signs display content pertinent for educational purposes such as hours of operation, or Wi-Fi accommodations. Wayfinding signage can also be identifiers for landmarks such as a donated bench, or historic battle marker. These signs can give information on built and natural environments. A wayfinding sign in a forest may point out where the mouth of a river is, or the length of a trail. Trail connections can be a great draw for outdoor hobbyists from other cities and localities to visit and situating oneself during those types of activities is very important. In this way, wayfinding signs can be life-saving measures and should be regularly inspected and maintained.



One of the most important components to a good wayfinding sign is consistency. When providing updates to signage, the City of Salisbury should maintain a design theme and follow it. This guarantees a common language for those interacting with the signs and allow them to become more recognizable as the inventory increases.

Influencer Marketing

Support of local tourism can also generate independent sources of income. The growing popularity of personal content creation has been a boon for municipalities and helped to advertise a multitude of unique experiences. Marketing through engagement from these influence contractors has been shown to draw not only outside visitors to restaurants, or concerts, but also shine a light for those already in the community on some possibly hidden gems in their own backyard. The economic impact these viral marketing strategies have on businesses cannot be overstated and the ease at which someone can build and package a promotion and share it far and wide is growing in its accessibility through technological advancements.

Increase and encourage local job-training opportunities (expand and improve access to trade schools, community college, and higher education)

Growing trade programs in primary education institutions

High schools are ideal situations to inform young people about career paths afforded to them. For many, high school is the first time students are able to work and earn supplemental income before entering a larger more varied workforce. Often, one's first job does not directly correlate to the career path they may choose later in their lives. However, opportunities to learn the skills that do coincide with what one may want to study for their long time career is invaluable especially at a young age.

There are several institutions in the Salisbury, and neighboring City and Counties that provide technological and trade advancement to high school students. Parkside Career Technology Center, located inside Parkside High School is one of Wicomico County Public Schools' leading programs for Career and Technical Education. Programs include electricity, carpentry, masonry, welding, HVAC, nursing, automotive repair and more. These type of programs extend to local provinces with Somerset County Technical High school in Westover and Worcester Technical High School in Newark Maryland. In order to increase local job-training opportunities, programs within the school can offer accreditation within these multi-year programs and offer apprenticeships upon graduation that may propel them directly into the workforce of their chosen program.

Training programs, Internships

Shared-knowledge is a key way to gain insight into a potential career-path. This can be done through formal enrollment for schooling or certifications as well on training programs on or off the job. The City of Salisbury offers trade programs in person and virtual online schooling. These programs range from medical billing, coding to information technology and business management. Wor-Wic Community College is one of the City's prominent higher education institutions. It offers associate degrees, cert programs in business,



electro-mechanical technology, education and more. The Del-Mar-Va Beauty Academy is also a great option for students interested in Cosmetology. All of these institutions should look to collaborate with primary education in middle and high schools that allow presentations by business professionals as well as campus visitation.

Internships would be the next step in the evolution of these programs, allowing for students who may have interest in a particular job study to work part-time in a schedule that works with the institution, and their schooling. In the event of successful collaboration between the middle and high school administration and the higher education institutions, accreditation could accrue in the primary education curriculum to transfer for fast tracking.

Posting through public civic spaces e.g. City Hall, Libraries, Schools

A great way for residents of the City to learn more about opportunities is to ensure information regarding them is viewable in public places. Job-training can grow as more people become informed about what is available. This is not only true for those looking to be trained but also a good tactic for recruiting talent that might have the background to become instructors. Utilizing bulletin boards inside of libraries can be a great technique to learn about higher education and job opportunities. These public institutions could also host advertisements or links to hirings and program learning on their websites for those that might come across them online. A more tangible approach could be to post flyers and recruitment paraphernalia in kiosks at public squares or parks to gather more casual interest, and even public infrastructure on buses or at bus stops is a great way to encourage job-training.

Encourage and support expanding major anchor institutions like Salisbury University, Perdue Farms, and TidalHealth

Local outreach in communities, and primary education institutions promoting potential career paths

A large deciding factor in the career path a young person may take is how much education they have on that career. Understanding the varied futures that are attainable, what has to be done at an entry level, what kind of promotional opportunities there are, all color the decision-making of a student. A key way to encourage and support our local anchor institutions would be information sessions. Career day style interactions from working professionals and students interested in the fields, or programs from these institutions should be encouraged from executive leaderships at both the business and administrative levels alike. There is also opportunity for information regarding these careers to be shared with guidance counselors to deliver to matriculating students, and public postings in communal spaces.

Increase public transit stops at the institutions main campuses

Transit is a critical component to a multimodal network. Although some transit exists today, buses are infrequent and routes are limited. Also, the surrounding auto-oriented development doesn't support transit. Therefore, transit service along the Salisbury Boulevard corridor today is often underutilized, leaving little pressure to expand service. As



the area transforms, development patterns will be more transit-oriented and warrant expansion of transit services. Ideally, this should happen together to ensure success on both ends. The transit routes should maximize connectivity along the corridor, and should be frequent and reliable to maximize their appeal. Ten to 15 minute headways would be ideal for rider convenience. Routes should link between major destinations, like the University, Hospital, communities, and downtown. A shuttle bus operation could be implemented without any major infrastructure investments and be routed along the corridor and into adjacent communities. However, comfortable and attractive bus stops and well defined crosswalks should be integrated into the streetscape to accommodate the rider's needs. Funding may be available through the Maryland Transit Administration's Locally Operated Transit grants program.

As proposed in the Salisbury Boulevard (US 13) Corridor Master Plan, four looping routes are proposed along the corridor. The first priority loops connect between downtown and the University. These clockwise loops both serve Salisbury Boulevard, Downtown, the Hospital, and the University with Route A running south on the Boulevard connecting communities on the west side, and Route B running north on the Boulevard connecting communities on the east side. The next priority loops link communities to the north with downtown and up to The Centre and Salisbury shopping mall. These also loop clockwise heading north and south along Salisbury Boulevard and connect nearby neighborhoods to the amenities along the corridor and downtown.

Promote mixed use development surrounding institutions to attract working professionals to shop and reside within the area

Different institutional uses can benefit from a mixed-use development surrounding it that may attract more working professionals to endeavor employment within these institutions. For example, Salisbury University might attract part-time students that work during the day and take evening courses. Being able to live close to the University without having to reside in dormitories or single-family housing could make it easy to transition their work scheduling with course load. Perdue Farms' property is mostly industrial and warrants a different level of privacy and security, however recent developments across from Perdue and West Salisbury Parkway shows there is interest in the vacant commercial parcels to the north which could capitalize on the built in personnel for a mix of uses. Developing this region could also necessitate streetscape revitalization to make Salisbury Parkway more pedestrian friendly. Similarly with TidalHealth, their large campus is surrounded by surface level parking lots in the adjacent parcels, and underdeveloped commercial once one has crossed an intersection. These parcels could be redeveloped to consolidate business and commercial on primary levels, and housing for healthcare professional on the subsequent levels. Some of which is cited in the 2016 EnvisionSBY Downtown Master Plan and 2017 Salisbury Boulevard (US 13) Corridor Master Plan. This will increase the walkability score of the area immensely and cut down on use of vehicle traffic to and from work for current employees, which extends quality of life. This will also be a draw for potential future employees who may look to have the convenience of work/home/life balance and be drawn to the City of Salisbury, thus expanding the institutions and workforce.



Attract and encourage new businesses to invest and expand in Salisbury

Incentives for developing within designated districts

With a designated areas for industrial and commercial development and new mixed-use areas, there could be a greater concentration of development, and thereby a strong chance of revitalization happening within the designated areas. The City of Salisbury can work to distinguish sectors of the city based on the most optimal place for a concentration of business and commercial uses to occur. One way to ensure this is to incentivize business owners to develop within these areas.

The City of Salisbury offers a multitude of incentive programs for development, beginning in the existing Enterprise Zone. The zone application determines eligibility for Maryland Enterprise Zone Tax credits, which could include Real Property Credits, and State Income Tax Credits. The City also offers the Revolving Loan Program which has eligible areas it focuses on. The Opportunity Zone Program, Advanced Technology Tax Credits, and Arts and Entertainment District Program are more available credit programs. And Project Restore 2.0 funding which handles business relocation specifically and provides a grant from the Maryland Department of Housing and Community Development for it.

Grants for Small business owners

Small local businesses are a major contributing factor to the establishment of localities. A commitment should be made to ensure that entrepreneurs in the City of Salisbury are supported. Grant programs, which function as facilitators of performance or proposal of performance through financial means, provide small business owners with a monetary fund that does not have to be repaid. These grants are not only a hope for a business' long term success, but an investment in its relationship to the community it serves.

Expand industrial development to increase skilled-trade and blue-collar job opportunities, such as warehousing, manufacturing, cargo handling and freight movement, mechanical work, etc.

- Encourage sustainable construction practices
- Partner with local businesses and trade unions
- Designate and concentrate industrial uses to sites for optimal use

Concentrating industrial uses also enhances safety and operational efficiency. When industrial parks or campuses are sequestered, then the employees are less occupied with civilian overlapping within their workspace. With the people in the perimeter of a work zone being solely trained professionals, then the margin for error is greatly reduced and safety measures subsequently increasing.



Chapter 5 Housing and Neighborhood Conservation

Housing Overview

Housing is a primary need in a community to ensure people can thrive. As communities evolve and populations grow, a strategy to provide safe, affordable, flexible, and comfortable housing is imperative. A community may have different housing needs to provide places to live for all people of Salisbury, including those with different size households with different needs and at different prices that people can afford.



Figure 5-1: A Victorian-era historic home in Salisbury



Existing Conditions

Housing Stock & Age

- Of the 15,065 housing units in Salisbury, a large percentage of them were built before the 1970s (2020 US Census Data). Older housing stock may also have potential for adaptive reuse or redevelopment to meet current housing standards.
- The number of housing units in Salisbury has remained relatively stable over the past decade, reflecting a consistent housing supply in the region despite a growing population (2019 ACS).
- Older housing stock does indicate historical importance of existing neighborhoods, in which new development can be adapted to match existing architectural and design styles.
- Older housing stock may be more affordable to purchase compared to newer homes, but typically have higher costs to maintain.
- Historic areas of Salisbury should be maintained and will be a key aspect of housing character in comprehensive planning efforts.

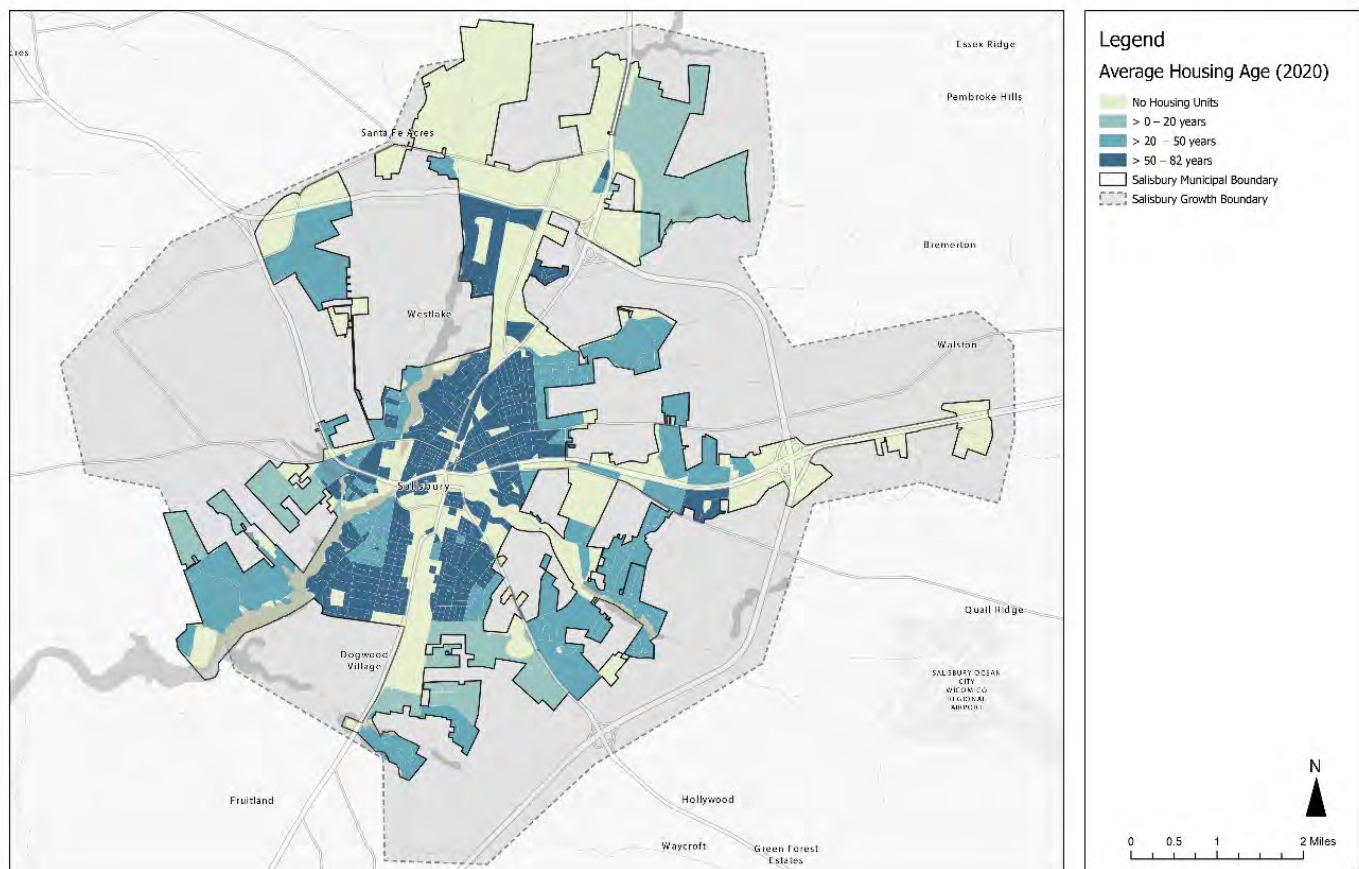


Figure -5-2: Average age of homes in Salisbury (Source: 2020 US Census)

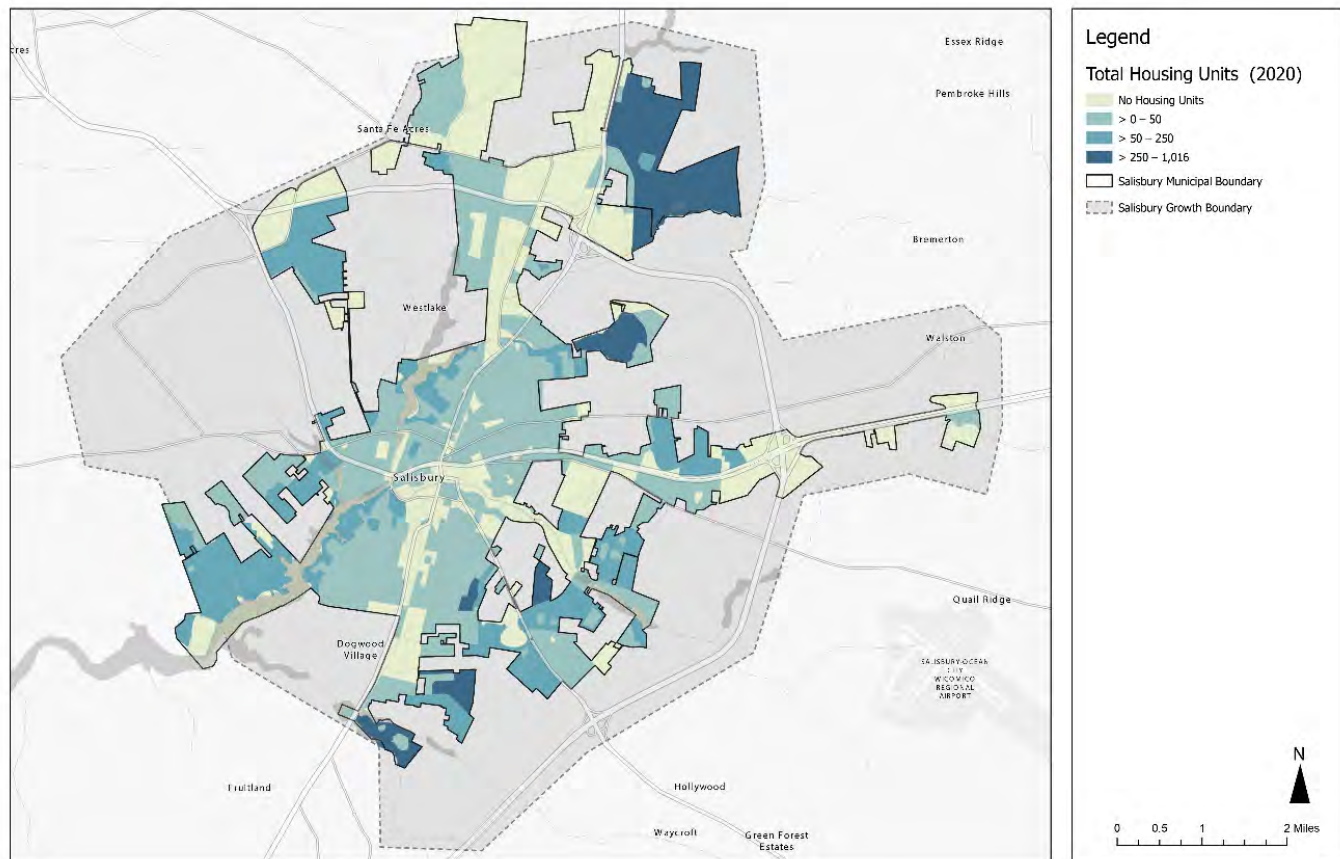


Figure 5-1: Total Housing Units (Source: 2020 US Census)

Housing Occupancy and Vacancy

- In 2021, vacant housing units make up 15.8% of the total housing stock, which translates to 1,486 vacant units. This represents a decrease in vacancies compared to the year 2000, when the vacancy rate was 8.7%, with a total of 3,914 vacant houses (Source; 2019 ACS).



Figure 5-2: Percent of Vacant Housing (Source: 2020 US Census)

- The high rate of renter-occupied units (approximately 7,780 units or 51.7%) suggests a potential market demand for affordable rental properties. This is particularly relevant when combined with median income data, as renters might be more cost-sensitive (Source: 2020 US Census Data).

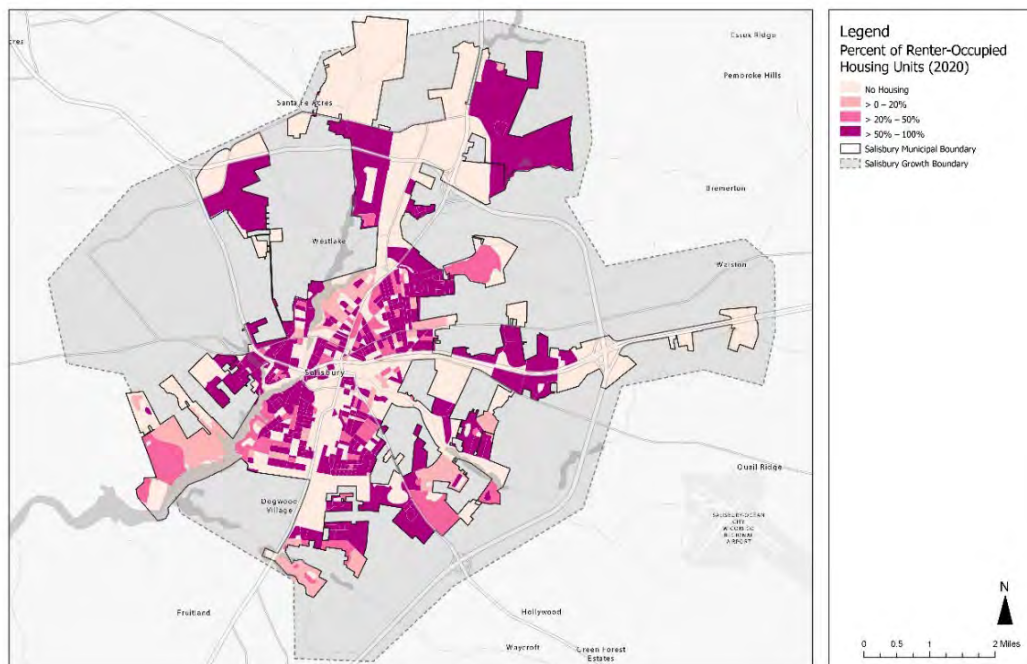


Figure 5-3: Percent of Renter-Occupied Housing Units (Source: 2020 US Census)



- The distribution of housing units between renters and homeowners in Salisbury remains consistent. However, approximately 33% of housing units are owner-occupied (Source: 2020 US Census Data). Increased ownership rates are directly linked to a more stable and long-term resident presence in communities (Source: 2019 ACS).

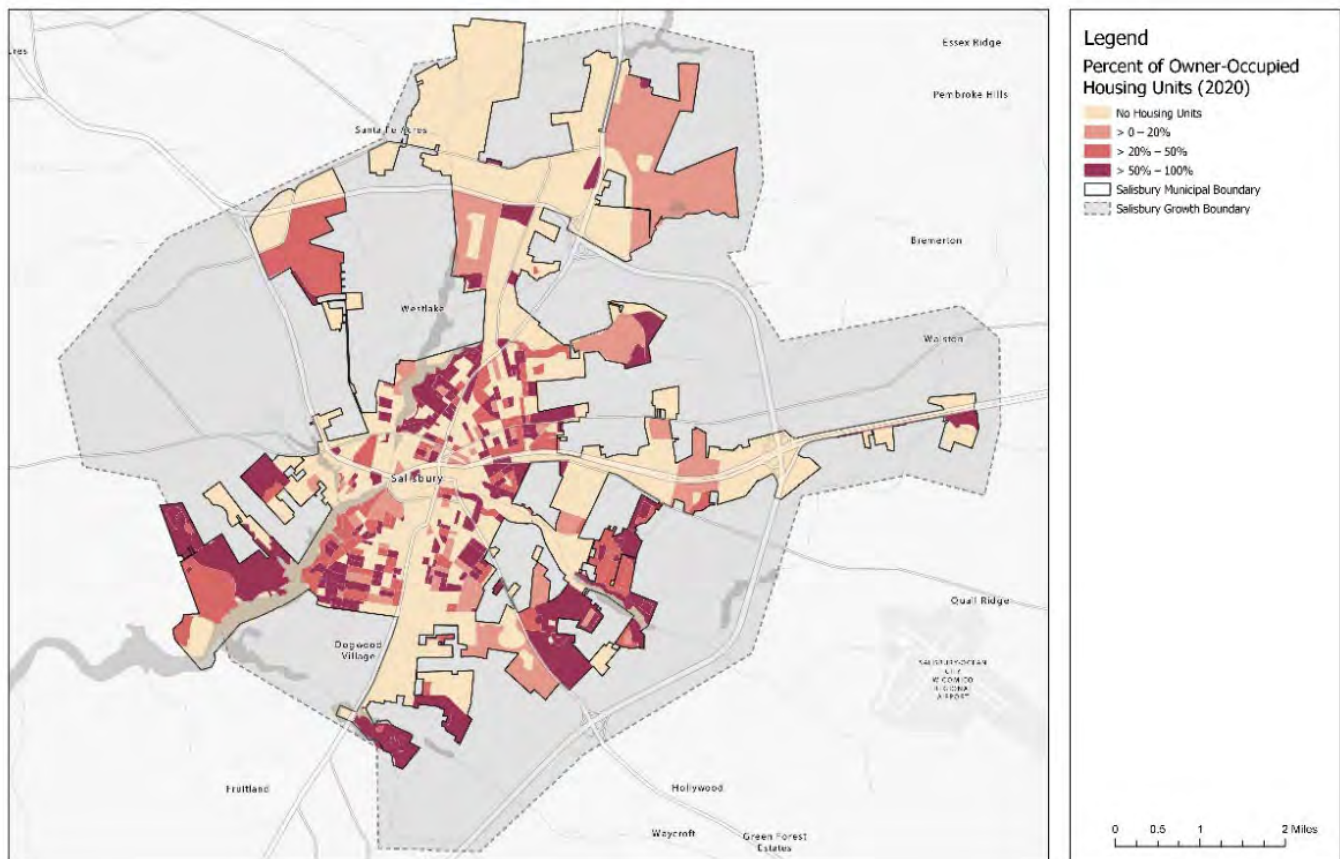


Figure 5-4: Percent of Owner-Occupied Housing Units (Source: 2020 US Census)

- The creation of homeownership programs can alleviate this problem and shrink the gap between rental and ownership levels in Salisbury. For example, The Maryland Department of Housing and Community Development (DHCD) offers the Maryland Mortgage Program (MMP). This homeownership assistance program provides a vast array of mortgage choices to first-time buyers. Programs can also include downpayment and closing cost assistance (Maryland Department of Housing and Community Development, 2022).

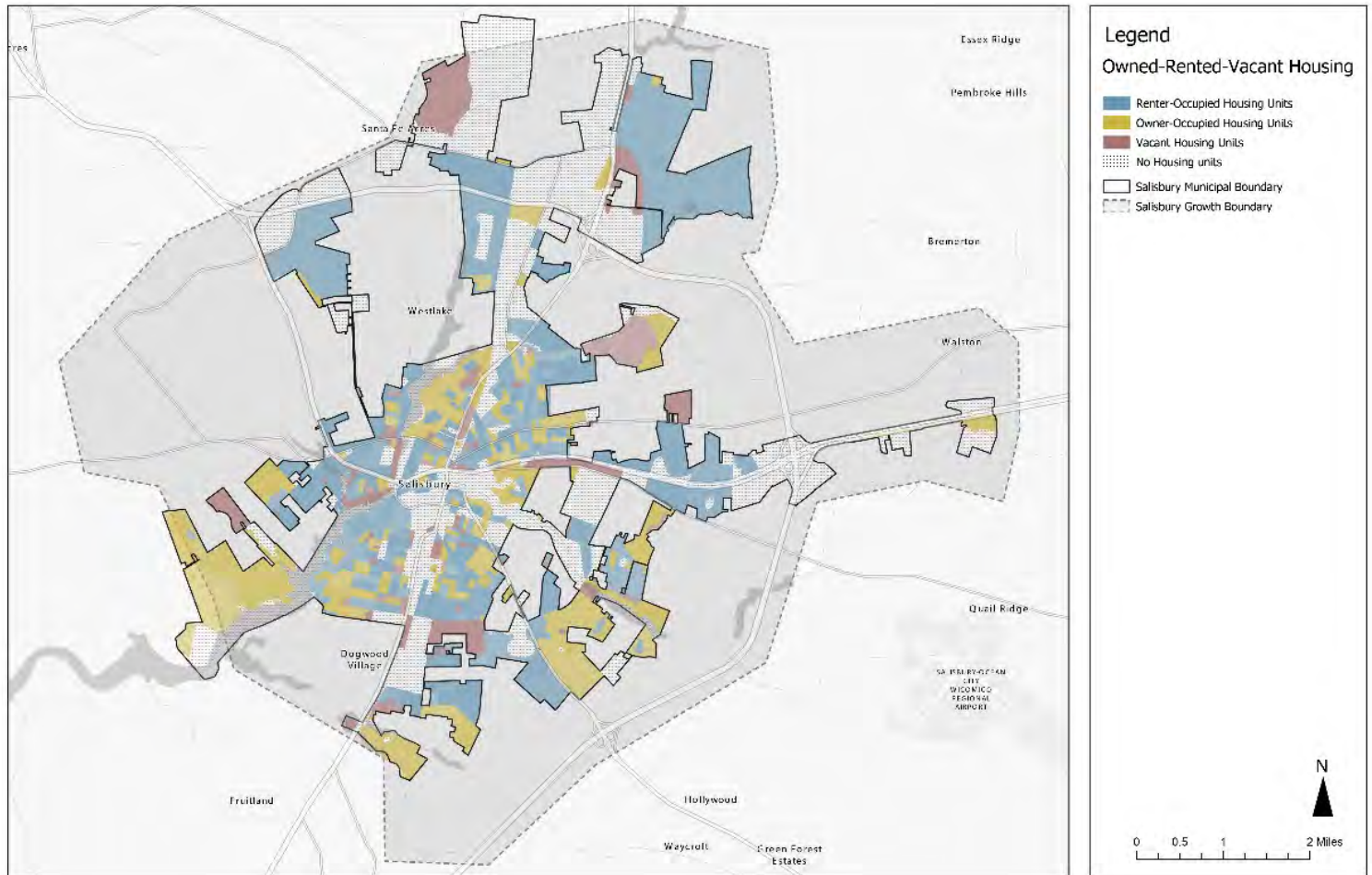


Figure 5-5: Owner-Rented-Vacant Housing (Source: 2020 US Census)

Housing Value

- As of 2021, the median home value in Salisbury is \$198,700, a significant increase from the value of \$81,800 in 2000 (2020 US Census Data). Property values have experienced a remarkable 138% increase over the past twenty years (Source: City-Data Survey, 2022). Houses with higher values are predominantly located within the “middle residential” land use areas. Additionally, the mean prices for various housing units (per unit) in 2021 are as follows (Source: City-Data Survey, 2022):
 - o All housing units: \$189,018
 - o Detached houses: \$180,350
 - o Townhouses or other attached units: \$239,166
 - o Units in 2-unit structures: \$48,119
 - o Units in 3-to-4-unit structures: \$167,085
 - o Units in 5-or-more-unit structures: \$154,699

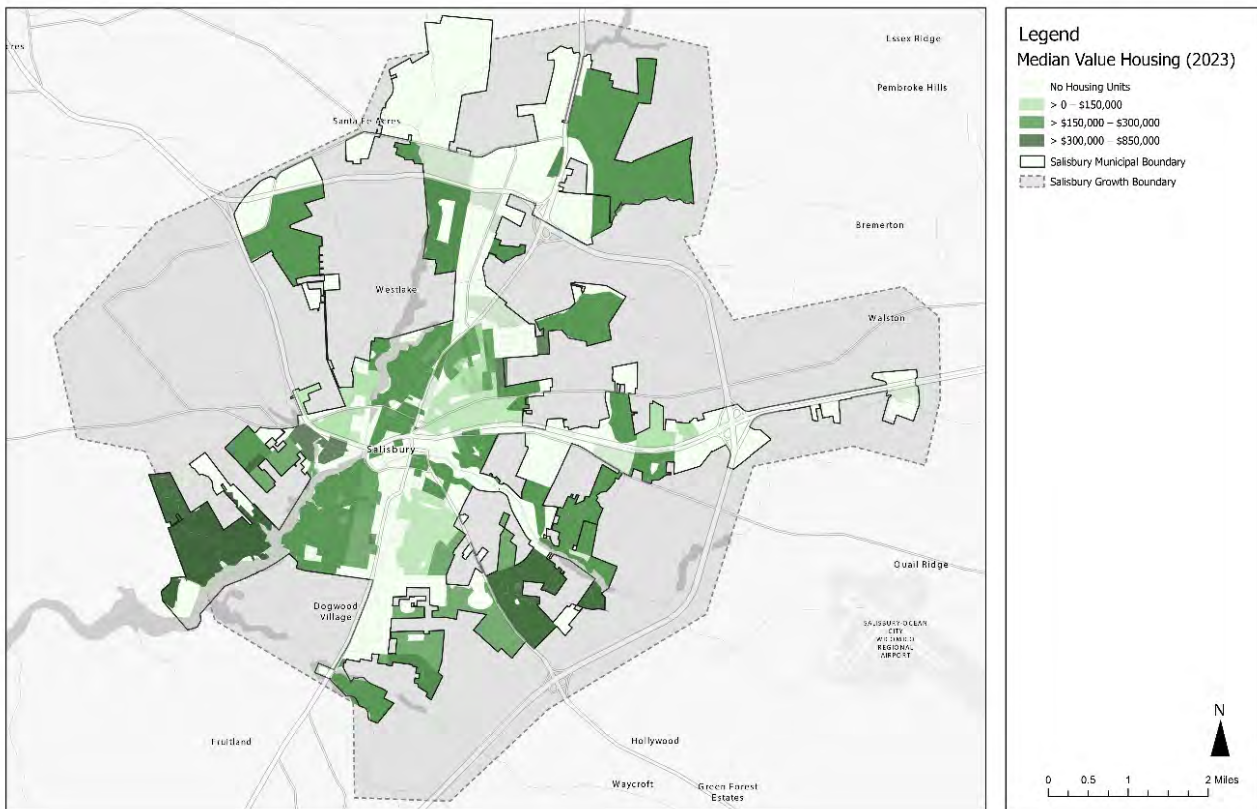


Figure 5-6: Median Value Housing (2023)

Affordability

- The median gross rent in Salisbury stands at \$903, while the U.S. Census Bureau's 2019 American Community Survey 5-Year Estimates reported the median gross rent in Maryland to be approximately \$1,311 per month.
- In 2021, the median household income of the 13,000 households in Salisbury grew to \$48,310 from the previous year's value of \$44,474. However, in 2020, the U.S. Census Bureau reported that the median household income in Maryland was approximately \$86,738, indicating a significant percentage of Salisbury's residents earn less than the statewide median figure. The number of cost-burdened households highlights a gap between wage growth and housing costs. Efforts to align wages and housing costs can reduce the percentage of cost-burdened families and increase the stock of affordable housing in Salisbury. (Source: 2019 ACS).
- There is a potential shortage of housing units that meet the criteria for affordability based on Area Median Income (AMI).
- There's a potential opportunity to provide mixed-income housing solutions to cater to various income segments in the city.



Current Housing Initiatives

Salisbury has demonstrated a proactive approach towards addressing housing challenges through various programs and initiatives aimed at increasing affordable housing and incentivizing residential development. Various programs, both local and federal, have been active in Salisbury to address affordable housing concerns, such as Section 8 vouchers, tax credit properties, and local housing initiatives.

Presently, Salisbury has a total of 1,050 income-dependent apartments located across 15 areas. Furthermore, there are 1,125 rent-subsidized apartments that do not offer direct rental aid but remain accessible to low-income households (Source: City-Data Survey, 2022).

City Programs

- **HORIZON (Hotel or Residential Incentive Zone) Program** - The HORIZON Program is a tax credit initiative used for the construction or expansion of hotel or multifamily residential developments, particularly within the Central Business Zoning District and Riverfront Redevelopment Zoning Districts. Eligible projects must notably increase the assessed value of real property and adhere to the Salisbury Historic District Commission's requirements.
- **"Here is Home" Initiative** - The "Here is Home" initiative looks to tackle Salisbury's housing shortage and mitigate affordability and eviction issues. Program highlights include fee waivers for new housing developments and establishing a minimum payment in lieu of taxes for subsidized housing (City of Salisbury, 2021).
- **Low Income Housing Tax Credits (LIHTC)** - Provides state and local LIHTC-allocating agencies annual budget authority to issue tax credits for the acquisition, rehabilitation, or new construction of rental housing targeted to lower-income households. Working with private affordable housing developers to acquire and develop additional housing sites using LIHTC can provide needed additions to the Salisbury's existing stock.
- **Tenants of income-based apartments** typically pay no more than 30% of their income towards rent and utilities. On average, Section 8 Housing Choice vouchers pay Salisbury landlords \$700 per month towards rent. The average voucher holder contributes \$400 towards rent in Salisbury (City-Data Survey, 2022).
- **Housing Expansion Incentive Program** – This initiative promotes residential development by offering a full or partial waiver of certain fees, targeting annexation fees, permitting fees, and development assessment fees.
- **Single-Family Infill** – The City of Salisbury has codified the Single-Family Housing Development Fee Moratorium for single-family infill, saving about \$22,000 for developers. Since the moratorium's inception in 2019, Salisbury has seen the construction of 120 new single-family homes. New developments include:
 - o Sassafras Meadows Phase 3 (177 Units)
 - o Glen Heights (60 Units)
 - o Johnson's Retreat (71 Units)
 - o Timber Crest (40 Units)



Zoning

Currently, the City of Salisbury categorizes residential zoning districts into single-family and multi-family districts (R-5, R-8, and R-10) (City of Salisbury Municipal Code). Zoning regulations and development standards can impact the creation of new affordable housing units. Specifically, zoning designated only for single-family residences restricts building site dimensions, curtails density expansion, and impedes the principles of intelligent, equitable development.

In 2022, the City of Salisbury began the process to assess existing zoning and draft new zoning code. This effort is expected to commence after the completion of the Comprehensive Plan to ensure compatibility. Currently, the zoning code has ten different zones dedicated to residential development, or housing. Zoning regulations and development standards can impact the creation of new affordable housing units. Specifically, zoning designated only for single-family residences restricts building site dimensions, curtails density expansion, and impedes the principles of intelligent, equitable development.

According to the City of Salisbury Municipal Code, “The uses permitted in these districts are limited primarily to single-family residential. Apartment developments, therefore, are incompatible because they generate an undue concentration of population and increased traffic which alter the predominantly single-family residential character of these areas.” The majority of residential zoning in Salisbury is limited to these single-family zoning districts.

Housing Goals

As the City of Salisbury continues to grow, it is important to Increase the variety and availability of housing stock for different household sizes, price ranges, and lifestyles. Specifically:

- Increase housing with apartments and condos downtown
- Preserve neighborhood character in established communities
- Build new housing developments as the city grows outwards
- Increase housing opportunities for low-income, moderate-income, and fixed-income people
- Increase housing opportunities for aging in place and people with disabilities
- Allow and encourage new housing with accessory dwelling units (such as an apartment or small cottage built within a single-family home property)
- Encourage and support renovations and upgrades to existing older housing stock to meet evolving needs

Housing Strategies

These goals and opportunities can help to support overall well-being for the people of Salisbury. Available and affordable housing is a primary need. With urban infill opportunities and potential rezoning, Salisbury could increase its affordable housing stock. Collaborating with non-profits, developers, and federal programs can accelerate affordable housing initiatives. Modernizing old housing stock can provide both quality and affordability to Salisbury residents. There's a potential opportunity to provide mixed-income housing solutions to cater to various income segments in the city. Specific Actions include:



Address Housing Supply and Diversity

- **Remove the 4-2 Ordinance:** This outdated ordinance limits the housing market and no longer aligns with current needs. Its removal, as recommended by the Housing Task Force, will help alleviate supply constraints.
- **Support Middle- and Mixed-Income Housing:** With urban infill opportunities and potential rezoning, Salisbury could increase its affordable housing stock. Incentivize the development of diverse housing types such as duplexes, townhomes, and small apartment buildings to bridge the gap between single-family homes and large apartment complexes, especially in downtown areas.
- **Encourage Accessory Dwelling Units (ADUs):** Allow ADUs by right to increase density, especially in urban areas near transit, major employers, and amenities. This will also provide affordable options for renters and supplemental source of income for owners.
- **Modernize Building Codes:** Modernizing old housing stock can provide both quality and affordability to Salisbury residents. Update Salisbury's building codes to align with the 2018 International Building Code standards, ensuring new housing is safe, sustainable, and conducive to diverse living arrangements.
- **Promote Affordable Housing:** Increasing inclusionary zoning districts for multi-family housing can allow for greater affordable housing development within key areas, increase density, promote multi-modal transit, and attract greater population growth. There is a potential shortage of housing units that meet the criteria for affordability based on Area Median Income (AMI).
- **Partnerships:** Collaborating with non-profits, developers, and federal programs can accelerate affordable housing initiatives.

Facilitate Development and Reduce Barriers

- **Streamline Zoning and Permitting:** Expedite the approval process for single-family homes and other developments by reducing regulatory roadblocks, offering variances, and allowing more by-right builds. This is crucial for attracting developers and addressing the pent-up demand for housing.
- **Provide Incentives for Homeownership:** Develop programs that offer significant down payment assistance, particularly for first-time buyers, modeled after successful programs in other counties. This will help transition a portion of the rental market into homeownership, reducing vacancy rates and improving community stability.
- **Utilize Land Banks and Receivership Programs:** Proactively manage vacant properties through land banks and receivership programs to rehabilitate or redevelop underutilized spaces. This approach can also help address blight and increase the housing stock.
- **Implement Rent Stability:** Add rent stability ordinance to minimize increases of rents and provide greater security for renters.
- **Leverage Federal Funding:** Apply for HOME Funds and other federal resources to tackle housing issues comprehensively. Encourage partnerships with non-profits that can act as subrecipients, maximizing the impact of these funds and provide subsidies for affordable housing projects.

Promote Housing Security

- **Inclusionary Zoning** - Increasing inclusionary zoning districts for multi-family housing can allow for greater affordable housing development within key areas, increase density, promote multi-modal transit, and attract greater population growth.



- **Housing Policy** - Develop a comprehensive housing policy that addresses housing insecurity in the region to focus on
- **Housing for People without Homes** - Establish an inclusive Public Shelter accessible to all community members, regardless of marital status, sexual orientation, gender identity, mental health status, medical conditions, or criminal background. Ensure that the inclusive shelter system provides safe and secure housing options for all residents, promoting a more equitable and compassionate community.

Foster Walkable, Amenity-Rich Communities

- **Enhance Urban Amenities:** Develop modern urban neighborhoods with amenities that appeal to a diverse range of residents, including the growing Haitian immigrant community. Incorporate green spaces, recreational areas, and cultural centers to meet the needs of all income levels and demographic groups.
- **Develop Mixed-Income Housing:** Ensure new housing developments include options for various income levels, promoting economic diversity and preventing the displacement of lower-income residents.
- **Promote Walkable Neighborhoods:** Prioritize the development of walkable communities with integrated biking and pedestrian paths, especially across US 13 and around key areas like the Milford St corridor and Downtown. This enhances quality of life and supports environmental sustainability.

Improve Infrastructure and Services

- **Upgrade Utility Infrastructure:** Address utility capacity issues to support new developments, particularly in areas like Downtown and around key industrial sites. Explore incentives such as tax abatements to make utility hookups more affordable.
- **Enhance Public Transit:** Revamp the local transit system to improve connectivity within Salisbury, focusing on better bus routes and pedestrian-friendly infrastructure. Reliable transit is crucial for accessing jobs, schools, and other essential services.
- **Expand Workforce Development:** Invest in training programs, particularly in skilled trades, to ensure the local workforce can support the growing demand in housing and related industries. This will also attract new employers and retain residents.

Encourage Strategic Municipal Investments

- **Target Key Areas for Development:** Focus on infill development toward the east, near the airport, and along key corridors like Snow Hill Rd and the US 13 corridor. These areas offer opportunities for industrial growth, residential expansion, and enhanced connectivity.
- **Foster Collaboration with Local Institutions:** Work closely with local stakeholders, including the university and major employers, to align housing development with broader economic and community goals. This collaboration can help leverage resources and ensure long-term sustainability.
- **Prepare for Population Growth:** With an expected 10% annual population increase, proactively plan for the necessary infrastructure, housing, and services to accommodate this growth. This includes expanding municipal services, increasing affordable housing options, and ensuring flood resiliency in vulnerable areas, like Fitzwater and US 13.

Preserve Neighborhood Character



- **Historic Districts** - Maintain architectural integrity of historic neighborhoods by applying the historic district design guidelines as a requirement for historic areas and a recommendation for non-historic areas.
- **Form-Based Codes** – In areas targeted for infill development and new development, implement form-based codes to prescribe architectural design features that are complementary to the local community with flexibility in building use to meet evolving real estate market needs.
- **Community Partnerships:** Foster and support community-led preservation initiatives.

Enhance Housing for Aging and Disabled

- Integrate ADA accessible building design features as part of the building code requirements for new development
- Promote the development of accessible housing.
- Support aging-in-place initiatives.

Encourage Housing Renovations

- Provide tax breaks, grants, or loans for housing upgrades, especially for the renovation of older housing stock.
- Develop a guidance manual to ensure renovations meet modern needs and code enforcement standards.

Integrate Small-Scale Commercial Businesses

- **Walkable Communities:** Support mixed-use neighborhoods that allow for neighborhood-scale commercial development in residential communities such as corner stores and cafes.
- **Design Standards:** Ensure neighborhood-scale commercial properties have architectural design features, signage, and parking requirements that minimize intrusion and visual impacts within neighborhoods.

Promote Community Engagement and Support

- **Collaborate with Diverse Stakeholder Groups:** Engage with various community groups, including the Haitian community, local employers, and cultural centers, to ensure that housing developments meet the needs of Salisbury's diverse population.
- **Support Non-Profit Partnerships:** Encourage collaboration with non-profits for housing preservation and development, including accessing federal funds like HOME Funds to address housing challenges. This can help support vulnerable populations and improve housing quality across the city.

Salisbury's housing strategy should focus on removing barriers to development, promoting diverse and affordable housing options, enhancing urban amenities, and ensuring that infrastructure and services can support future growth. By fostering collaboration and strategic investment, Salisbury can create a vibrant, inclusive, and resilient community for all residents.



Chapter 6 Transportation

Transportation Overview

Salisbury, known as the “Crossroads of Delmarva,” is strategically located at the intersection of two major highways on the Lower Eastern Shore, U.S. Route 13 and U.S. Route 50, which intersect adjacent to Downtown Salisbury. The presence of the Port of Salisbury, the second largest set of port facilities in Maryland by tonnage, and a north-south operating rail line, and the commercial and passenger serving Salisbury -Ocean City Airport ensures that Salisbury is the center of transportation on the Eastern Shore of Maryland. The City is served by excellent regional connections linking Salisbury with the cities of Baltimore, Annapolis and Washington, D.C. to the west; Wilmington and Philadelphia to the north; Norfolk to the south; and Ocean City and other coastal resorts to the east. The transportation facilities present in the City provide the region with a variety of transportation options that facilitate not only a livable community, but a strong series of regional institutions, a large industry and commercial presence and regional connectivity needs.



Figure 6-1: Recently reconstructed streetscape on Main Street in downtown Salisbury has created a more attractive and welcoming area for local business patrons with traffic calming to reduce speeding and improve safety.

The City of Salisbury owns and maintains 129 miles of city streets, and the state of Maryland owns and maintains the State Highways (See Figure 6-2). A coordinated transportation system that provides for the safe and efficient movement of people and goods is essential to the future growth and proper development of a community. Recent focus at all levels of government, from the federal level through state to City, have placed an emphasis on the development of safe transportation facilities for all users – known as “complete streets” – that all safe, efficient and equitable travel around the City for all users regardless of whether they are driving, riding a bike, walking etc. This is coupled with a stated desire from residents of the City, who submitted comments both in-person and via online survey, who overwhelmingly requested safer multimodal facilities. This chapter provides for a series of planning, policy and construction projects that would satisfy those requests



while simultaneously providing for the future of Salisbury as a livable place with commercial and industrial assets providing a wide range of employment options, by accommodating the safe movement of goods and services across the region.

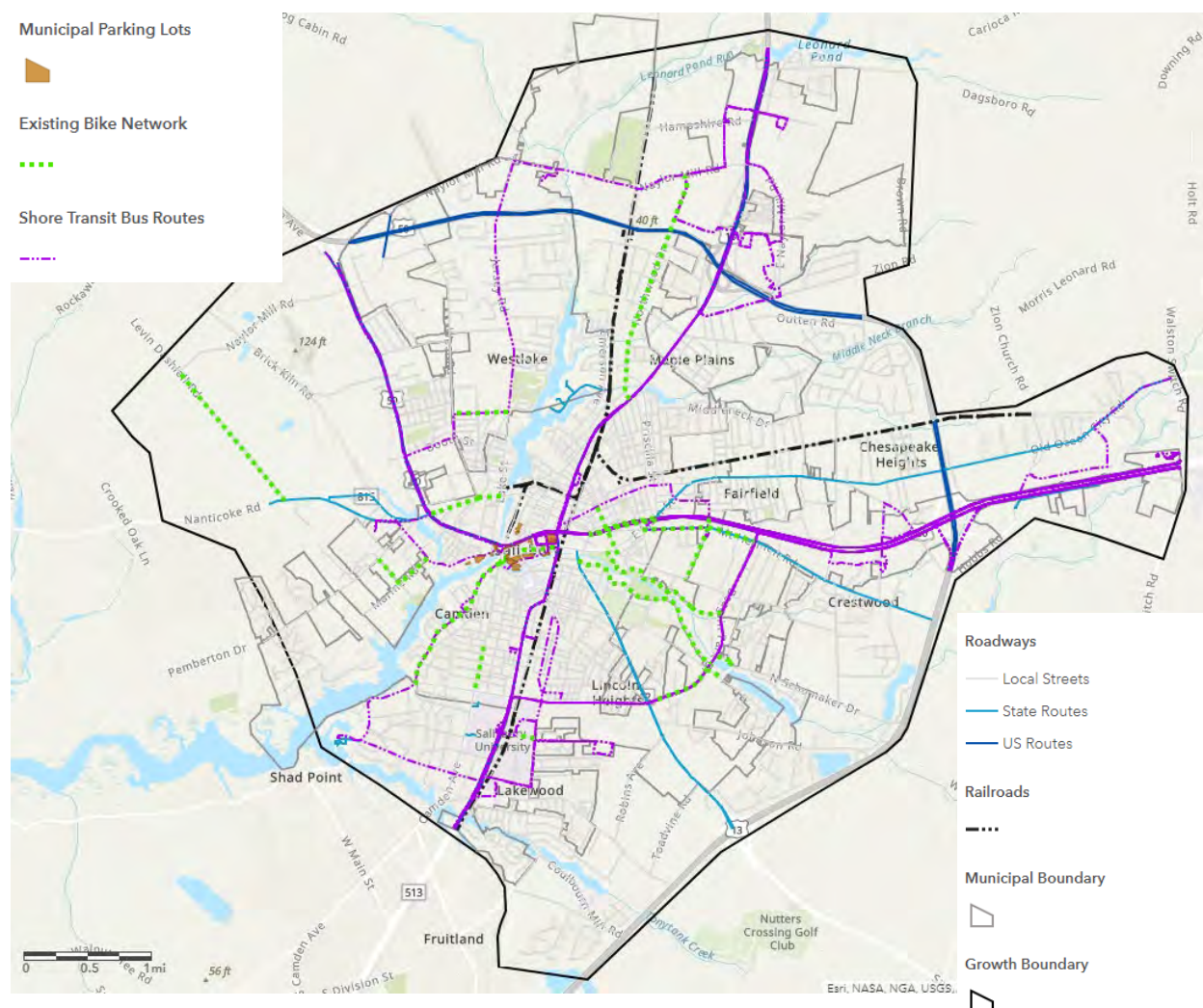


Figure 6-2: Existing Transportation Facilities

Roadway Safety

Safety on the streets of Salisbury is a primary concern and driving factor in developing transportation goals and recommendations. Providing a safe, equitable transportation network that allows the convenient and efficient movement of goods and services, as well as provide for the safe movement of people across the City in an equitable manner is paramount. As seen in Figure 6-3 and Table 6-1, there are numerous crashes where people were killed or seriously injured.

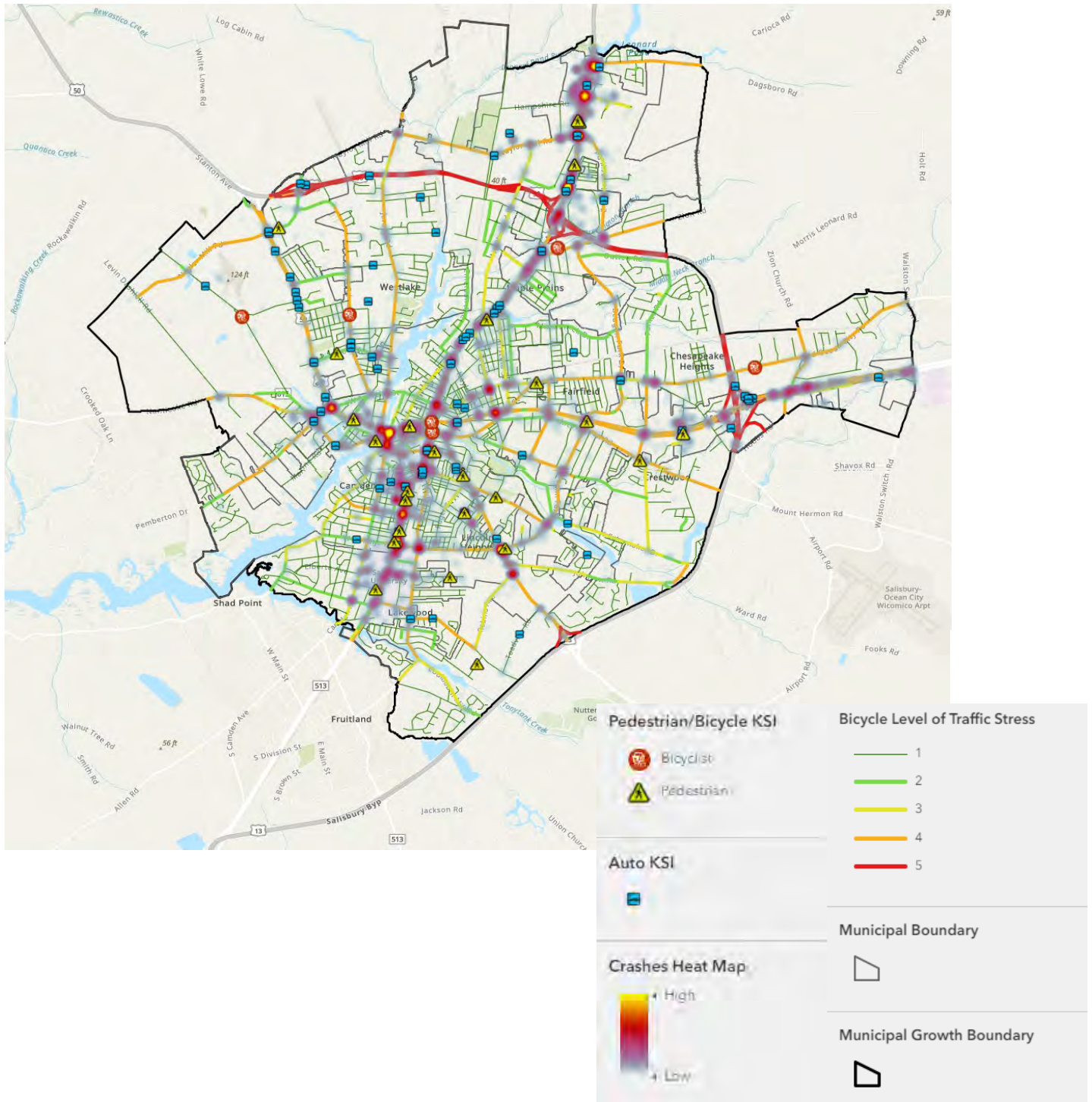


Figure 6-3: Roadway Safety with 5-year Crash Data from 2017-2022 (Source: <https://mdsp.maryland.gov/Pages/Dashboards/CrashDataDownload.aspx>)



Table 6-1: Crashes with People Killed or Seriously Injured (KSI) from 2017-2022			
Total Crashes with KSI	State Highways	Total Crashes with KSI	Municipal Streets
3	SNOW HILL RD	1	E CARROLL ST
1	OLD OCEAN CITY RD	2	E CHURCH ST
1	MT HERMON RD	3	WEST RD
10	S SALISBURY BLVD	1	S SCHUMAKER DR
19	N SALISBURY BLVD	1	SMITH ST
2	SALISBURY BYPASS	1	CAMDEN AVE
7	E SALISBURY PKWY	1	DOWNING ST
2	W SALISBURY PKWY	1	E MAIN ST
3	SALISBURY BYPASS	1	N DIVISION ST#2
16	OCEAN GATEWAY	1	W COLLEGE AVE
		1	DAVIS ST
		1	DELAWARE AVE
		1	DYKES RD
		1	LAKE ST
		1	E NAYLOR MILL RD
		1	NORTH BLVD
64	TOTAL (2017-2022)	19	TOTAL (2017-2022)

Source: <https://mdsp.maryland.gov/Pages/Dashboards/CrashDataDownload.aspx>

Goals

To provide the transportation network that Salisbury residents desire, and that the expanding local economy requires, the City and its chosen planning team put forward several goals to be discussed and voted upon by residents. This in turn became the City's goals as detailed below:

- Improve safety with roadway improvements to reduce speeding.
- Reduce traffic with more comfortable and connected opportunities to walk, bike, and take transit.
- Improve transit access and provide safer connections to people walking to and from bus stops.
- Encourage more use of scooters or other shared mobility devices.
- Provide designated truck routes to accommodate freight movements and reduce freight traffic in residential areas and downtown streets.
- Encourage Electric Vehicle (EV) Transition with more publicly accessible EV chargers.

An overwhelming desire of City residents for a safe and equitable connection of the walking and biking network have driven previous transportation investments over the past decade and have slowly begun to transform how new streets get laid out as part of site development. Essentially, through multiple rounds of data collection, surveys and public meetings, City residents have asked for Salisbury to become what is known as a “car-lite” community. Car-lite communities are planned around offering a wide variety of transportation options to residents – car, bike, walk, transit, etc. –



so that people can choose whether they want or need to own a car or to accommodate families who may only want one car instead of multiple.

This is positioning the City for a return to the grid system of street planning. Research has shown that gridded street systems, that create a series of City blocks is much better at dispersing traffic than the suburban style – or cul-de-sac type – of development. This style of urban planning was the default way cities were laid out until the 20th Century, when automobiles began to allow more fluid development patterns. However, such street patterns do not allow for the higher and better uses of land present in grid systems.

Transportation Strategies

- **Expand the existing Citywide Traffic Calming Program** by increasing funding and continuing to pursue grants under the City's larger Vision Zero Initiative. The Traffic Calming Program (TCP) is perhaps the most popular function of Salisbury Vision Zero efforts. It employs quickly built speed control measures on City streets where speeds regularly exceed the desired speed. This primarily takes the form of speed humps and other vertical measures on local, residential streets and is largely driven by resident feedback, ensuring that the communities have a hand in the implementation of the traffic calming projects. This can be coupled with other Vision Zero Programs on streets too large, or otherwise ineligible for local traffic calming measures, to ensure that every City resident has access to safe streets.
- **Reduce Traffic & encourage increased active transportation** by constructing improvements to reduce speeding and provide more comfortable and connected opportunities to walk, bike, and take transit. This goes beyond the City's current Vision Zero Initiative to reduce fatalities on City streets, though that certainly plays a major part. Whereas Vision Zero seeks to improve safety on the City transportation network as it currently exists, and encourage active transportation use within that network, future land use and transportation policies and projects may be able to expand and maximize the transportation network in the City and allow the responsible expansion of the City's small-city, urbanized character that is so beloved by its residents. Further efforts should take the form of expanding the City's grid system and reconnecting it where it has been cut-up and

COMPLETE STREETS

Complete streets are streets designed for and operated by multiple modes of transportation rather than just for automobiles. Complete streets enable safe access for automobiles, pedestrians, bicyclists, and transit riders for all ages and abilities by providing facilities on a roadway that accommodate people regardless of how they choose to travel.

There is no one, perfect way to build a complete street – what each roadway will inevitably look like will be based on the surrounding neighborhood character, the type of roadway, its traffic volume etc.

Complete Streets are not unique to Salisbury and are the basis for design in jurisdictions around the United States. Salisbury is one of many with Complete Streets Resolutions that form binding policies requiring the construction of multi-modal facilities with street improvements.



divided. City-style grids allow for a variety of routes to be provided for all users, rather than the select few of a more suburban style network. Grids maximize not only connectivity, but access by providing multitudes of flexible route choices and shortening routes to and from destinations for non-motorized users.

- **Improve transit access and provide safer connections** to people walking and biking, both locally and regionally through “mobility hubs.” A mobility hub is the natural progression of a transit center. Whereas bus stops and station serve as places to get on and off transit and maybe have a bike rack or two, mobility hubs connect several modes together to make navigating around a city safe and convenient. They can vary in size from small neighborhood hubs on a street corner, to large city center hubs interconnecting local and regional bus services, rail, bike & walking routes and car share. Generally, they are situated where key bike and walk routes intersect with transit routes and contain wayfinding, bike parking, transit shelters, pull-off parking for car share or rideshare pick up and other facilities as desired or needed. Large hubs serve as transfer points between regional/national service and local facilities. Salisbury is ahead of other cities in this regard as they have identified ideal locations, and a transit routing plan is under development that is focusing on the development of such a facility.
- **Maximize the previous investments in City roadways** by ensuring that the City’s streets are capable of being utilized to their maximum potential by all users. Salisbury’s transportation network has many collector roads that were overbuilt during the roadway expansion era of the 1950’s-1990’s. As these roads, such as Main Street, Carroll Street and Eastern Shore Drive were built for an amount of traffic that never materialized, they have become expensive maintenance liabilities for the City that encourage speeding while also serving as access roadways, thereby presenting an increased traffic crash risk. Rightsizing the roadways can present the City with extra space to allocate to other transportation modes, such as walkways and bikeways, while also reducing speeds, crash risk/severity and freeing up room for greenspace and stormwater management. One such project is already under way on Carroll Street and follow-on project for Eastern Shore Drive and E Main Street are in the planning and design phases respectively.
- **Create a defined City Street Plan** that allows Salisbury greater control over how the transportation network develops, how streets get built out, prioritizes safety and connectivity, and sets a hierarchy of streets that allows for various types of traffic to be prioritized in certain areas (e.g. truck routes vs. walk/bike routes). Policies like this are not new – its how cities were designed for centuries – but declined in use after the rise of Euclidean, or by-use zoning in the early 20th century. In recent years, the use of master street plans, discussed in detail below, have returned to the fore as they give municipalities back the power to determine their overall layout, while giving property owners more flexibility in their property use.
- **Develop a siting plan** for electric chargers of the various charging levels that can guide EV charger investment. There is ample public funding for the planning and construction of electrical vehicle charging networks in the City. A siting plan will be necessary to determine the number of potential spaces, identify which spaces are best suited for EV charging uses and identify which can be support by the current electrical grid and which will require additional upgrade sin partnership with Delmarva Electric. The plan should consider the



different levels of charging capacity – one, two and three – the speed that each level delivers a charge and the power consumption when doing so. For example, where level three fast chargers may be required to deliver a charge within a reasonable time along the US 50 Bypass, level one or two chargers may be more appropriate in the parking garage as vehicles there tend to be parked for eight hours or longer, either during the work day or overnight.

Vision Zero & Roadway Safety

Traffic fatalities in the US regularly approach 40,000 people per year with much greater numbers injured. After many years of decreasing roadway deaths, the numbers have begun to reverse in recent years across the country, with severe injuries and fatalities increasing in Maryland along with the rest of the United States. Salisbury has not historically been immune to this trend. Prior to 2020, Salisbury was averaging two deaths annually on City-owned streets and as many as 8 fatalities annually on state-controlled roads in City limits. Salisbury adopted Vision Zero as its traffic safety strategy in 2020 and succeeded in reducing fatalities on City streets to zero over the following years while also reducing serious injuries and overall crashes.

Salisbury is in a unique position. While Salisbury is a small city, it remains the regional hub of the Eastern Shore of Maryland and as such, the City serves the same purpose of an employment, institutional and service center that much larger cities typically fulfill in other areas. This requires Salisbury to serve daily visitors and its own residents, who can have divergent desires. City residents generally prefer the safest possible streets, especially residential streets, as possible. Daily commuters into the City generally prefer convenience on main collectors and arterials. Salisbury must serve both, though it will and should, default to the needs of its residents whenever competing views cannot be reconciled.

When the City took on Vision Zero, with the express goal of eliminating traffic fatalities and serious injuries by 2030, it did so in partnership with both Salisbury University and SHA. These three entities have worked in concert to continue increasing safety across all roadways in Salisbury, regardless of the jurisdiction that owns any roadway though safety concerns remain unresolved in many areas. While the City's efforts have been relatively effective on City streets, many streets remain unsafe for vulnerable users, and state-controlled roads in the City's jurisdiction continue to have increasing numbers of fatalities in line with national trends as of 2024. Many of the City's safe street projects have gaps in protection where they intersect with state-owned roadways due to jurisdictional differences. This is not uncommon for cities to encounter; it is also not an insurmountable issue.

All roadway projects and policy proposals are primarily recommended and prioritized through the lens of safety and the City's goals to end traffic fatalities and serious injuries, even on State roads. As part of this, considerable weight has also been given to reestablishing a grid system of streets where possible to disperse traffic across overall smaller streets, thereby reducing speeds and congestion in the urbanized area.

Roadway Improvements – All Modes

Roadways are the primary linkages in the City's transportation network. They are what most residents see and utilize during their everyday lives. They provide the access to both homes and major industrial sites and serve a vital "third place" role in society, where neighbors can run into



one another while going about their routines and interact. In addition to carrying automobiles, Salisbury's roadways support people walking, biking, taking transit, or otherwise moving about the City. Overall, about 80-85% of the City's public space, consists of street rights-of-way. Therefore, it is imperative that the streets of Salisbury provides for safe, equitable transportation options, allowing people to move about the area as they so choose.

Salisbury's road network is split between multiple agencies. The vast majority of the roads in City limits are under the jurisdiction of the City, about 132 miles of a total 150 miles per the State Roads Report. Maryland State Highway Administration controls another 16 miles – while a smaller portion, SHA's roadways carry much of the traffic in Salisbury and consists of US 13, US 50, MD 12, Snow Hill Road, Nanticoke Road and Mt. Hermon Road. Any remaining streets are either private, or under Salisbury University's control. As a network, Salisbury's system is mostly radial on a grid – meaning major connecting roads, those controlled largely by SHA come into Salisbury in a radial pattern from the surrounding smaller towns. Salisbury's internal streets are largely arranged in a traditional grid pattern, with streets arranged as such marking development before 1970 or so.

Though some suburban sprawl style developments do exist, predominately on the West Side with some smaller such developments around the general edges of the City, they are largely later developments and in less dense areas of the City. Recent national development patterns have begun to tilt back toward traditional grid patterns due to their increased connectivity (especially for people walking and biking), ability to disperse traffic and more productive land uses. Due to this planned roadway expansion projects focus on extending or connecting existing street segments to reestablish a grid pattern where there isn't one. The remaining projects are almost entirely guided by safety concerns and the City's Vision Zero Program designed to eliminate fatalities on City roadways. Most of these projects either currently have grant funding or are eligible for grant funding for construction.

Transportation Policy Recommendations

The following are all recommended for immediate implementation:

Develop a Master Street Plan to create a logical vision for the future development of the transportation network. Currently, streets are generally laid out by the developers of a subdivisions, one parcel at a time. Therefore, they lay out the transportation infrastructure to maximize the potential for (generally) single family home lots. This results in winding cul-de-sac style developments that maximize profitability on individual lots but discourage and prevent active transportation options such as walking and biking. A Master Street plan is, essentially, a plat that depicts every current and future streets within the City's defined growth area. This would require future develops adhere to a general masterplan layout of rights-of-way for any development in the urban growth area. It is a blueprint of the City's transportation network - the master street plans should provide for a well-defined grid of streets with a generally predictable alternating hierarchy of streets. Cul-de-sacs should be generally discouraged and limited to 200-400 feet in length at maximum. This preserves public ROW for general network connectivity and ensures that there are always multiple routes to access all destinations throughout Salisbury. The street masterplan should show the placement of major & minor arterials, major and minor collectors and local streets. Ideally, the plan should also define the intended context of each street, i.e., is it the minor collector a mixed-use neighborhood main street or is it a boulevard providing regional thru-



connectivity – this determination should be planned for now, before the City grows to that point. While master street plans have gained popularity, this is not a new concept and was how many cities across the globe and the United States were planned until the 20th Century. From the private market standpoint, it also introduces predictability – developers will enter into the land development process knowing exactly what is expected from them from an infrastructure standpoint and that predictability encourages development while ensuring the City’s needs and goals are met.

Generally, it's best to maximize development density in urban areas to get the highest level of productivity of land versus the cost of maintaining the public infrastructure to service that land. A master street plan helps to ensure this is the case by providing a defined grid system, including the hierarchy of streets in the system (It is important to note that the Street Masterplan does not have to be a rigid perfectly square grid, there are various iterations which can be developed). This must occur in tandem with future land-use decision making as the two uses go hand-in-hand. The pattern of the streets as they are laid out from highest-lowest traffic types must largely coincide with proposed future land uses, with commercial and industrial uses along arterials and residential uses along the calmest local streets. This plan should also include grids for any large infill redevelopment in the existing City and realignments of existing streets for safety or land-use purposes. Further, it should aim to create blocks with a length of no more than 660ft long on any one side, with an overall perimeter not to exceed 1,800 feet.

A well-developed plan master street will define the widths of rights-of-way to be obtained by developers as properties develop or redevelop. Additionally, it should standardize what type of walking and biking facilities are built on each street type, street lighting applications, intersection recommendations, access restrictions and property acquisition needs for future facilities. It should take into account the need to create the feeling of safety for vulnerable road users – people not in automobiles – and plan for a network of alleys and access streets to serve as access to individual parcels and provide for placing utilities and trash/refuse for collection behind the building. The

AVOID CUL-DE-SACS

Cul-de-sac style development is associated with suburban, sprawl style development. Some people may truly enjoy living on cul-de-sacs, but they come with major disadvantages. Generally, the presence of such development coincides with major traffic concerns, due to the limited number of routes for residents, they require residents to drive to every need. Cul-de-sacs induce more driving as they essentially force users to drive for most or all trips and when they are the dominate development form, traffic congestion will predictably follow. Many of the most congested intersections in Salisbury are along routes where this form of development pushes people to drive and provides limited routes to do so.

Additionally, the streets lack connectivity in the network, essentially making them very expensive driveways for a limited number of users, placing a strain on public budgets



beauty of producing such a plan, is that while it creates a planned, intentional city street grid, it also allows for the land uses within those blocks to evolve freely as needed – it provides a rigid framework while retaining maximum flexibility for the adjacent land. This is as opposed to zoning, which regulates land use. This will save the City time by reducing the review time of development plats – they are either compliant with the City’s master street plan or they are not. This also works for developers as they can simply overlay their parcels with the City’s grid and develop their plan from there.

Street Connectivity Policy is a two-part effort that should be established to provide safe, effective and convenient connections for people walking and biking in existing suburban style areas of the City, while simultaneously working with the master street plans to prevent future cul-de-sac style development within the urban growth area. It is a simple approach and requires that street connection occur at predetermined intervals, or in a certain density per square mile. This will assist in ensuring that future developments adhere to good urban form and provide multiple approaches and connections for all users by preventing the construction of long isolated streets terminating in cul-de-sacs. When this is coupled with a master street plan it will ensure that developments are built in a manner that best suits the residents and the desire to encourage non-motorized travel throughout the City. Fort Collins, Colorado provides an example of such a policy and the American Planning Association has resources for cities pursuing this policy on their website.

Pedestrian/Bicycle Connectivity Policy is an approach that will ensure that in existing areas where suburban-style development is the dominant form, any upcoming or existing cul-de-sac style streets can be connected into a larger off-street pedestrians and bicycle transportation network. Salisbury began reserving easements during subdivision development, specifically for future connectivity, approximately around 2021. This policy would be a natural extension of such work by establishing this practice in law. As people often weigh the amount of time it takes to walk or ride a bike when deciding how to travel somewhere, providing cut-throughs for non-motorized travel modes will encourage additional active transportation use. This will require some prior planning to determine where the best trails routes lie in order to connect the existing suburban areas, but the pay offs in both safe transportation options and additional recreational space is well worth it. This will be one of the fastest policies to implement, given that some of the early easement reservations have already been completed. Generally, such policies require developers to provide 20-foot-wide easements during the design and permitting phase of a project and that a 10 foot wide, ADA compliant pathway be constructed in that easement. There are many examples of this across the country, including Ontario, Oregon, Surprise, Arizona and Boulder, Colorado are all good examples.

Adequate Public Facilities Ordinance/Mobility Fee is a method by which the City can ensure it continues to obtain the necessary funding for transportation investments. This work again builds upon work already accomplished by City staff. Currently, the City can charge fee-in-lieu to developers for improvements that they have planned but that the developer’s project does not necessarily warrant at that moment. In such a case, the City establishes a fee and charges it to the developer due to their impact on their project impact on the network, as determined by a Traffic Impact Study. And Adequate Public Facilities Ordinance (APFO), integrated with a mobility fee, provides another way to enshrine this practice into law and create a predictable fee for developers, backed by legal documentation, and ensure revenue for the City to continue improving the overall



transportation network. The City of Frederick, and other small city jurisdictions in Maryland have existing APFO policies and can be utilized as a model.

Point of Sale Sidewalk (POSS) Replacement Policy is a system to ensure that City sidewalks are consistently updated to current ADA standards. Like many cities in the country, Salisbury places maintenance for sidewalks on the adjacent property owners, although Salisbury does provide a cost-share program, that is applicable in certain cases. POSS programs have been utilized in other cities around the United States and at its most basic level, require homeowners to get their sidewalk inspected before selling their property. The inspection will either certify the sidewalk's compliance with current standards or recommend repairs and/or update. This can take various forms, but usually a property owner planning on selling their lot would request inspection, and receive a certificate good for a specific amount of time certifying clearance, or be required to make accommodations for repairs. This ensures that sidewalks are continuously updated to current standards, creating safer communities for users, and does so when property owners would generally gain access to more capital – the sale of their properties – to minimize financial impact. The City should also consider waivers or cost-shares for homeowners who may be living below the local poverty threshold or area median income (AMI).

Capital Projects

Immediate (1-5 years)

- **Citywide Vision Zero Rapid Safety Improvements** is a federally funded projects that will install a series of safety improvements to City streets across the entire jurisdiction. This project is funded under USDOT's Safe Streets for All Program with the addition of state funding through the Kim Lamphier Bikeways Program. The project includes millions of dollars in sidewalk and side path construction, new bikeways on the City's East Side and University Districts, and traffic calming across local city residential streets that have suffered from high speeds. Additionally, the Carroll Street Parkway Conversion is part of the project.
- **Carroll Street Parkway Conversion** is funded under a mix of federal and state dollars and will significantly upgrade the existing bikeway facility on Carroll Street. The roadway will receive new planted medians, lighting, increased traffic calming and be extended across US 13 to the City Park to establish the City's first fully protected bike crossing of US 13.
- **Citywide Pedestrian Signal and Crossing Beacons Upgrades** is a federally funded project to install pedestrian signals at four high-volume City controlled intersections, and seven sets of pedestrians flashing beacons and uncontrolled crossings near parks and schools.
- **Fitzwater-Parsons Road Safety Improvements** is a federally funded project to significantly increase safety along the busy corridor. Unique run-off-road crashes are concentrated at a tight downhill curve near Chesapeake Shipbuilding, just before the residential area that has substantial traffic calming infrastructure, and near the Parsons-Pemberton Intersection. This project seeks to provide additional curve warning, delineation and
- **Eastern Shore Drive & W College Avenue Roundabout** is part of a larger series of projects designed to increase safety for all users of Eastern Shore Drive and bridge the gap between the Presidents-Princeton neighborhoods to the east and the Downtown and University areas to the west. This project would convert the signalized intersection of Eastern Shore



Drive and West College Ave to roundabout to reduce the serious injury crashes that have occurred there, create calmer traffic, and provide safer crossing for people walking and biking in this pedestrian and cyclist heavy area.

- **Jasmine Drive Completion** is intended create a parallel alternative to US 13 business from Naylor Mill Rd to E North Pointe Drive. Portions of the roadway have already been constructed and completion would take strain off the nearby signals at US 13, provide safer routes for people walking and biking and open additional land for development. This project is primarily developer funded.
- **Culver Road** exists currently as a used, but unimproved/gravel roadway. Completion of the roadway to include paved surfacing and an accompanying side path is intended to provide traffic relief to the Parsons Rd – Pemberton Drive Signal, provide additional emergency service access to the shopping center adjacent to the site. From a safety standpoint, the roadway delivers a much lower volume, and short distance option for people walking and biking to access the shopping center and its anchor supermarket.
- **Glen Avenue Road Diet** is a Wicomico County-led project – Glen Avenue is one of several streets that is split in ownership between the City and County. The project would remove excess travel lanes on Glen Ave, which were built to support a shopping mall that no longer exists. These lanes would be repurposed with medians, bikeways and dedicated drop off and pedestrian crossing facilities for the adjacent Wicomico Youth and Civic Center, the largest performing arts venue in the County.
- **Salisbury Rail Trail** envisions a 5.4-mile separated path for people walking and biking in Salisbury. It is intended to be the core of a future extended trail system. The proposed route runs north-south and largely parallels the active freight railway, allowing it to serve as a main pedestrian and cyclists route from Delmar in the north, through Downtown, to TidalHealth Hospital and Salisbury University to Fruitland in the south. Various portions of the alignment are already in the design phase. The southern phases of this project (Carroll street to Milford St) are a high priority for Salisbury University.
- **Replacement of Naylor Mill Rd Bridge** is a project that is nearing completion of design phase. The structure is one of the last wood frame and deck bridges in the state, that is not a legacy, historical structure. Originally annexed into the City when Naylor Mill Road had far less traffic, the aging bridge has become obsolete and lacks pedestrian and bike accommodations. It will soon be replaced by a larger concrete bridge that is also equipped with a side path provision that will tie into a future Naylor Mill Road Side path.
- **Mill Street Bridge Deck Replacement** will update the deck and wearing surface of one of the busiest bridges in Salisbury. Project will include bridge modernization and improved facilities for people walking and biking.
- **Naylor Mill Road Side Path** will resolve the long standing safety concerns along the corridor that completely lacks any accommodations for people and walking and biking. The project would provide a separated 10' wide path alongside Naylor Mill Road. This project is funded via the Safe Streets for All Grant project awarded to the City of Salisbury.
- **West College Avenue Side Path** will close a gap in the trail network along College Ave that has a history of crashes involving people walking and biking. The project would provide a separated 10' wide path alongside W College Avenue connecting to Salisbury University and the existing College Avenue Cycletrack. Ultimately this path also ties into the Rail Trail,



thereby expanding non-motorized connectivity in the City. This project is funded via the Safe Streets for All Grant project awarded to the City of Salisbury.

Mid (6-10 years)

- **Eastern Shore Drive Promenade Project** is major overhaul of this corridor. Originally envisioned as a “business-friendly” highway, Eastern Shore Drive as instead served as little more than a barrier to the Presidents-Princeton Community, preventing residents there from safely reaching the Downtown and University Districts and TidalHealth Hospital. The five-lane high speed highway has virtually no pedestrian or bike accommodations, has never carried anywhere near the amount of traffic it was designed for and has a frequent history of serious injury and fatal crashes. The Promenade project will convert the corridor into a traffic calmed, local collector street, with ample greenspace with the goal of catalyzing the surrounding community’s transition to a mixed use neighborhood that provides for its residents, rather than serving as a barrier.
- **Six Points Roundabout** will dramatically improve upon one of the most inefficient and poorly designed intersections in the City. The major roadways of E Main Street, Mt. Hermon Road, Truitt Street and Long Avenue all come together, as does the smaller side street of E William Street. The large, skewed intersection has poor visibility, no pedestrian and bike safety facilities and constantly suffers from both queued traffic and high-speed traffic moving through the signalized intersection. The lack of pedestrian and bicycle facilities is particularly egregious given that student at Wicomico Middle and Wicomico High School must pass through this intersection on foot or bike, on their way to school from the Church St-Doverdale Community as their neighborhood is encompassed in a non-transportation zone, meaning they do not have access to bussing. The roundabout conversion will calm traffic to safe speeds, prevent queuing and increase safety for not only drivers, but for all users walking and biking as well.
- **US 13 Business Boulevard Conversion** is a project, or a series of projects that seek to convert the highway-style US 13 Business to an urban boulevard within the City limits, or at least the urban center. US 13 Business is the site of most of the serious and fatal crashes in City limits due in large part to the current design which prioritizes automobile throughput over safety, particularly safety of people walking and biking. The project has proceeded through its early planning phase with the “Transforming US 13 into Salisbury Boulevard” Masterplan completed in 2016.
- **Riverwalk Expansion** should continue throughout the Downtown, Riverside, Fitzwater and City Park neighborhoods. While as much a Park project as a Transportation one, the Riverwalk provides an opportunity to develop a completely separated path for non-motorized users along one of the City’s most attractive element. Currently, the path is directly adjacent to the water and surface in decorative concrete. As the trail moves beyond the Downtown area, it should ideally, widen, be buffered from the River by a few feet and transition to a smoother, brushed surface that is less expensive and more accommodating the bicycle usage.
- **Northwood Drive Extension** is intended create a parallel alternative to US 13 business and extend developable land area by reaching from Naylor Mill Road, where Northwood stops currently, and reach Foskey Lane in Delmar. Construction and completion would take strain



off the nearby signals at US 13, provide safer routes for people walking and biking and open additional land for development. This project is intended to be primarily developer funded.

- **Northgate Drive Extension** is intended create a parallel alternative to US 13 business from Naylor Mill Rd to a future extension of Dagsboro Road. The proposed road would run behind the current commercial developments along the west side of US 13 business, providing additional emergency access and should be primarily developer funded.
- **Dagsboro Road Extension** is intended create a connection to span from the current termination at Chili's Way on the west side of US 13 Business and join with the future extensions of Northgate Drive and Northwood Drive, to provide alternative access routes. The proposed road would run just north of the current commercial developments along the west side of US 13 business, providing additional emergency access and should be primarily developer funded.
- **North Pointe Drive Extension** is planned to proceed both east and west. East of US 13, the extension should reach Brown Road, providing additional circulation on that side of US 13 and providing access for development. West of US 13 the extension should connect from its current termination at the rear of Wal-Mart and proceed to link the future Northgate Drive and Northwood Drive extension. All improvements should be developer funded.
- **Parsons Lake Drive Extension** should occur as land in this area is developed. The roadway should extend all the way to Brown Road over time as project get built out and be funded as part of the private development projects.
- **E Main Street, Snow Hill Road and Ward Street Realignment** is a safety-oriented project intended to bring Snow Hill Road and Ward Street into alignment and remove the offset intersection configuration that currently exists. A sit sits now, the offset intersection prevents multiple dilemmas for people walking and biking, encourages red-light running as users dread getting stuck in the successions of poorly timed signals, and traffic queues at random times of day cause unnecessary automobile idling and emissions. Further study is needed to determine if realignment to a standard four-way intersection, or a roundabout variant is preferable, because Snow Hill Road serves as an official emergency vehicle alternate & State-planned emergency detour to US 13 Business.

Long-term (11+ years)

- **New River Crossing** is a long-sought project intended to dramatically reduce automobile traffic and congestion in the Downtown District. Currently there are three river crossings in Salisbury - at West Main Street, U.S. Route 50 and Isabella Street. All are located relatively close to Salisbury's downtown and contribute to congestion by requiring travelers to drive through the downtown area to access areas south and east of the City. Consideration should be given to another river crossing located farther from the downtown area, with the provision that any river crossing should not hinder in any way barge or any other waterborne freight traffic. Ideally, the S/W MPO should lead the initial planning effort with Salisbury, Fruitland, Wicomico County and SHA all contributing. The new crossing could be located in the urban areas of the City away from Downtown, in the suburban areas around the northern limits of Fruitland or in the more rural area as an extension of the US 50 Bypass, essentially creating a loop around Salisbury. While the suburban and rural options would have more environmental concerns to overcome, either option would allow for



circumferential travel around the denser areas of the City and provide the largest amount of congestion mitigation in Downtown. This in turn, would allow Salisbury to move toward reimagining Downtown more rapidly as a car-lite community.

- **Middle Neck Drive Extension** is intended to further develop out the grid pattern of streets on the east side of the City. Currently, Middle Neck Drive terminates at Beaglin Park Drive. In future development, the roadway will stretch past Parker Road and terminate at Tilghman Road to better distribute traffic currently overtaking Old Ocean City Road and Meritt Mill Road. This area is currently in the County, but entirely within the City's urban growth boundary.
- **Glen Avenue Extension** is intended to extend the roadway east, to Tilghman Road further expanding the grid of streets to developing areas. A portion of this roadway was reserved as part of the Gunby's Mill subdivision development. This area is currently in the County, but entirely within the City's urban growth boundary.
- **Emerson Avenue Alternate Connection** is planned to provide an alternate route to US 13 business from the Deer's Head Hospital and Poet's Colony Subdivision area. This busy but isolated area suffers from poor traffic circulation with access only via Emmerson Avenue to Union Avenue to US 13 Business. This routing is excessive and forces all the traffic to pass by North Salisbury Elementary, creating safety issues for the students walking to and from school. The project could take the form of its street and rail crossing, or more likely, be paired with the Beam Street extension project to provide the alternate egress route while minimizing new rail crossings.
- **Beam Street Extension** is intended to continue the redevelopment of the grid street pattern in Salisbury. Currently, Beam Street is a short access roadway serving just a few properties at the southern end of the industrial park. A former secondary egress point via Scenic Drive was closed in the early 2000's when the US 50 Bypass was built. This would reestablish that secondary ingress/egress for emergency vehicles, provide a shorter route to Northwood Drive for businesses here and would also provide a shorter route for people walking and biking to employment in the area.
- **E Main Street, Civic Avenue and Moss Hill Lane Realignment** is intended to rectify an offset intersection. As the surrounding lands redevelop, RoW should be acquired, and development fees paid into realignment of this intersection. Future feasibility studies should evaluate if a four-leg intersection or roundabout are the preferred alternatives. A roundabout would bring the additional benefit of serving as a gateway to the City's east side communities and calming traffic as it enters Salisbury.

Known Upcoming State Projects

- **Sidewalk/Side path along US 13 Business**, north of the Bypass is an ongoing project for SHA and is currently in the design phase. The project will see sidewalk installed along both side of US 13 Business from Centre Drive to Dagsboro Road.
- **US 13 Business East Branch of the Wicomico River Bridge Replacement** is a multi-phase project to replace the aging bridge across the River's East Branch adjacent to Downtown. This project is underway at the time of this writing and includes the provision for a side path crossing of the River to accommodate the Rail Trail route.



- **Various Safety Improvements along US 13 Business** is a series of low-cost project maintained by SHA to increase safety along the corridor. This ranges from signal retiming and upgrades, to turn lane additions and better lane delineation where needed.
- **Improvements to US 50 Bypass/US 13 Business Interchange** is intended to reduce crashes occurring on US 13 where the off-ramp from the US 50 Bypass merges with the congested arterial between the Bypass and Centre Drive. Early planning and concepts aim to better separate traffic heading into the Centre at Salisbury, a shopping mall, from traffic heading elsewhere as there is a large amount of weaving related crashes occurring along this stretch of roadway.

Public Transit

Public Transit provides a massive benefit, that is often underappreciated and misunderstood, to the community it serves. 13.8% of Wicomico County's population lives below the federal poverty line according to the US Census Bureau – many of these residents will lack reliable access to a personal automobile. Residents who depend upon transit to access jobs, healthcare, food markets etc. outside of walking/biking distance, rely on Shore Transit to obtain their basic needs. Investments in public transit are therefore an investment in the economy and equity of the Salisbury area. This is also just the beginning of transit's benefits. Transit services are much more environmentally friendly than personally owned automobiles, and impact traffic far less – one bus carrying 30-40 passengers has a far smaller impact on both air quality and traffic delays than 30-40 individual automobiles.

Public Transit in Salisbury is currently provided solely by Shore Transit, a regional agency overseen by the Tri-County Council of the Lower Eastern Shore and serves not only Salisbury and Wicomico County, but Somerset and Worcester Counties as well. This regional orientation has both benefits and drawbacks. The primary benefit is that users can travel the larger region on a single fare once they board; this consolidation of routes under a single entity – a dream still eluding advocates and staff in larger cities where multiple transit agencies offer overlapping routes and services – is an advantage. The downside is that because Shore Transit is regionally aligned and funded at a minimum operating cost, it must sacrifice local high-frequency service in Salisbury to provide long, looped rural routes. This was cited by multiple stakeholders during interviews and by several public commentators as a large concern. The lack of high-quality transit in the City is seen as a major drawback for the people of Salisbury.

Policy

- **Adopt Development Policy** that requires developers in the urban center to coordinate with Shore Transit if their project is over a certain threshold of residential or commercial units. Additionally, developers should be required to provide transit stop amenities if they are adjacent to a fixed service route or context appropriate shelters and signage if not along a fixed route, but within a flex service zone. As part of this, the City could assess impact fees to developers that are allocated specifically for Shore Transit, preferably as operating funds, as operating dollars are far harder to come by for local transit operators than capital funds.
- **Adopt Budget for Transit Contribution** during the City's annual budgetary cycle in which Salisbury contributes to Shore Transit's operating cost in exchange for increased services in the City limits and immediate surroundings. This would not only better serve the City's



disadvantaged populations, but it would decrease traffic in the urban center by encouraging increased transit use by residents.

- **Create a City-Operated Transit Service** This has the advantage of providing Salisbury with a far more active role in managing transit movements. The disadvantage is that a second agency would increase overall cost, add a transfer between local and regional routes as users moved between local and regional Shore Transit lines and result in the City and Shore Transit competing for passenger endorsed professional drivers in a limited pool of applicants.

As proposed in the Salisbury Boulevard (US 13) Corridor Master Plan, four looping routes are proposed along the corridor. The first priority loops connect between downtown and the University. These clockwise loops both serve Salisbury Boulevard, Downtown, the Hospital, and the University with Route A running south on the Boulevard connecting communities on the west side, and Route B running north on the Boulevard connecting communities on the east side. The next priority loops link communities to the north with downtown and up to The Centre and Salisbury shopping mall. These also loop clockwise heading north and south along Salisbury Boulevard and connect nearby neighborhoods to the amenities along the corridor and downtown.

A local transit service would require a local Transit Development Plan, which in turn can be used to seek funding from the State's Locally Operated Transit program managed by the Maryland Transit Administration.

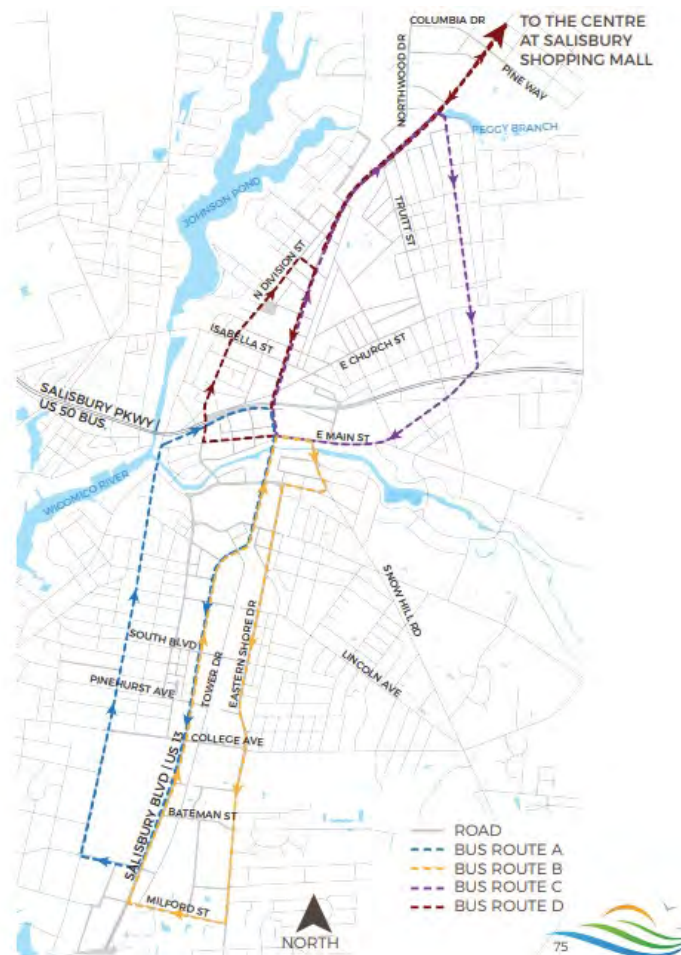


Figure 6-1: Local Bus Service as proposed in the Salisbury Boulevard (US 13) Corridor Master Plan

Projects

- **Flex Route Microtransit Services** are intended to facilitate an adaptable and cost-effective method of providing convenient, accessible transit services across the bulk of the Salisbury area. The current long, looped fixed routes serving the whole region are a necessary but



sub-par way of providing services in the rural areas of the Lower Eastern Shore. However, modern flex routing provides a method to better serves the less dense areas of the City and surrounding region by only sending vehicles to where they are needed, when they are needed. Salisbury is currently overseeing a study exploring this option in cooperation with Shore Transit and the Maryland Transit Administration. At the time of this writing the data is too preliminary to draw conclusions from, but flex routing does offer a promising option to deliver better service in low and moderate demand areas without running larger buses around the clock.

- **Fixed Route Frequency Expansion** is part of a series of transit service expansions intended to increase the frequency of service, or number of busses arriving at a given stop throughout the day, along key corridors in the urban center of Salisbury with the goal of hitting a fifteen-minute headway along US 13 Business and other key routes. This would mimic the convenience of the transit in major cities where users need not check a schedule to utilize transit, they simply need to show up at a stop with the confidence they will never wait more than a few minutes for a bus. Achieving high frequency in the City would likely mean the consolidation of routes into just a few on major corridors, however, if this is paired with the launch of flex route services, such consolidation could be achieved without a major impact to transit users in less dense areas of the City, while improving service overall for everyone.
- **Downtown Mobility Hub** is a project that aims to unite multiple modes of transportation in a single location, allowing users to easily move between them. This project is in the earliest stages of planning and property acquisition and aims to construct a new Downtown Transit Transfer Center (relocating the facility currently on Calvert Street), along the Rail Trail, at the intersection of multiple bike and walk facilities. Additionally, early concepts intend to provide a car-sharing service and access to regional and national bus service by allocating schedule space to Greyhound and others. Naturally the Hub would be along the railway to connect to the Rail Trail, however, this is doubly important in order to tie into the potential return of passenger rail service to the City as discussed below in the rail segment.

Air Transportations/SBY Airport

Established in 1940 by local aviation pioneers, and originally leased to the US Navy during the Second World War, Salisbury-Ocean City-Wicomico Regional Airport, referred to locally by its airport code SBY, is now the second largest airport in Maryland. With over 1,000 acres and two runways more than 5,000 feet in length SBY can support regional jet travel, and recently announced plans to extend its primary runway to 7,000 feet to accommodate future jet travel needs. As the only airport in the region serving a commercial passenger air travel role, SBY is vital to the future development of the City, its businesses and the leisure travel industry.

HUB & SPOKE MODEL

Airlines function on a hub and spoke business model, where airlines are based at main regional hubs, usually near major cities where they base their large aircraft, and serve outlying airports with small, regional aircraft that fly short haul routes from small airports to the hubs.



Although the airport lies outside of the City limits and the growth boundary, the County-run facility is supported by Salisbury's larger municipal services system. In 2023, Salisbury completed a municipal water main extension project to provide municipal water to the site and in 2024 Chesapeake Utilities extended natural gas service to the airport in conjunction with the County, from Salisbury. This is to support anticipated increased water needs from sought after business park tenants that lease sites on the larger airport properties as SBY management team seeks further growth in this sector. In recent years, the airport has opened a drone services facility and established dedicated small-Unmanned Aerial Systems (SUAS) flight areas to encourage growth in this industry.

SBY serves as the headquarters of Piedmont Airlines, which is a wholly owned subsidiary of American Airlines and serves the Express regional routes that fly from SBY to Philadelphia International and Charlotte Airports, both hub airports for American Airlines which gives travelers access to the full domestic and international flight routes offered by the larger airports. Recently, there has been some discussion of adding a third airport service, while the exact destination is undetermined at the time of this writing, a focus of public discussion is Ronald Reagan-Washington National Airport in Alexandria, VA. Another hub for American Airlines, this would provide a third routing option and facilitate rapid business travel between Salisbury and the National Capital Region, which currently does not exist. While Baltimore-Washington International (BWI) is also commonly discussed, it is not a hub for American Airlines, and so serving such a route is unlikely unless another carrier opts to begin service at SBY.

Much of this discussion is supported by a 2021 Leakage and Retention Study conducted by Volaire Aviation Consulting on behalf of SBY airport. The study is publicly available via the Salisbury Wicomico Metropolitan Planning Organization and highlights that while SBY is capturing 15.5% of all regional air traffic it is exceeded by BWI at 54.2% despite the much longer drive time to and from BWI. Factors in this include a general lack of knowledge regarding SBY as a viable option among the surrounding region and that Southwest Airlines leads the domestic air travel market and utilizes BWI as a major hub, thereby encouraging residents who prefer Southwest to drive to BWI rather than exercise the option to fly from SBY.

Table 6-1: Current Air Traffic Services vs 2008

Current Air Traffic Services vs 2008		
	2023	2008
Aircraft Operations	Avg. 156/day	Avg. 108/day
Transient General Aviation	32%	36%
Local General Aviation	29%	30%
Military	27%	18%
Air Taxi	12%	N/A

Source: AirNav, 2024, indicates a 30.7% increase in air traffic at the airport from 2008-2023, or approx. 2% annually.



Policy

Adopt a City Resolution announcing support for the Airport and future expansion of City services such a sewer, as needed. The airport is distant enough from the City's growth area that direct support is difficult for Salisbury, however, official endorsement of the airport's planned expansion and a willingness to support in things like utility services go a long way toward convincing officials at various levels of government of the efficacy of a project. Further, the City could partner with Wicomico County to be the financial contributor to local match on grants for Airport improvements.

Projects

As stated above, the SBY airport is owned and operated by Wicomico County, so the City cannot directly plan or control projects related to the airport, however, as a vital economic driver and institution providing service to the community, Salisbury has a direct stake in and should work with Wicomico County to assist in airport development. This can take many forms, from issuing letters of support to County-backed grant proposals seeking funding, to planning and zoning support and continued expansion of municipal services to the facilities. Several sought after and recommended project are below.

- **Runway Extension** – Wicomico County, SBY and the Federal Aviation Administration (FAA) have undertaken significant steps toward the eventual expansion of the main runway to a length of 7,800 feet that would accommodate future larger and heavier jet aircraft. The County permanently closed a portion of Walston Switch Road that would have been too close to the end of the runway at project completion and rerouted traffic. In 2022 the FAA issued a Finding of No Significant Impact following an environmental study to determine the impacts of the runway expansion. This project supports the growth of airport services and will allow larger aircraft to serve the region as the population grows.
- **Terminal Modernization** – An ongoing remodel of the passenger terminal facility is a welcome update to the aging facility. However, as the area grows and increased passenger travel is expected, more amenities will be expected by the airport's customer base. The layout of the airport predates pre-9/11 security regulations and as such, the only available food and beverage options are machine vending, most of which are located before security and inaccessible to customers after they have entered the terminal waiting area. Providing even modest café services beyond the security gate is a valuable amenity to the modern airport customer. Additionally, the airport should consider the addition of a family area including a small play area for children, family restroom and nursing facilities, again, targeted at making SBY more attractive to traveling families. Given that the second most



frequent destination for passengers from SBY is Orlando, it is reasonable to provide increased accommodation to these customers.



Figure 6-2: Proposed Airport Improvements

Port of Salisbury

As with the airport, the Port of Salisbury is the second largest port in the state of Maryland by tonnage, and one of the larger riverine ports, east of the Mississippi River. The Port, and the City of Salisbury as a whole, is a freight hub for the entire Delmarva Peninsula. Particularly, the port facilities, located adjacent to Downtown Salisbury, are bulk freight hubs, where materials such as fuel, construction aggregates (stone and sand) and agricultural goods are moved around the Chesapeake Region, primarily the Port of Baltimore. Port facilities in Salisbury are not capable of handling cargo in containers, or unitized cargos currently.

The Port and the associated navigation channel on the Wicomico River are key assets, according to a 2021 report on feasibility of a multi-user terminal that would support a variety of industries. The navigational channel is maintained by the US Army Corps of Engineers, provided the Port remains “economically significant,” defined as the fact that it handles at least one million tons of cargo annually. Falling below the one-million-ton annual average will lead to a loss of dredging support which would in turn lead to a decline in what vessels would be able to safely navigate the Wicomico River. This in turn could endanger the Port’s existence. It is therefore imperative that the Port continue to operate at the required threshold to receive regular dredge support. Loss of the Port’s operations would lead to a dramatic upswing in tractor trailers and other long-haul freight traffic on the region’s roadways, causing significant impacts on traffic, safety, and air quality.

Currently, the “Port of Salisbury” is a moniker – there is no single body that oversees the port or any government owner multi-user facilities. It is a collection of privately owned terminals that loosely coordinate amongst themselves via the non-profit organization Delmarva Water Transport Committee (DWTC). While this system has served the existing terminals well, the lack of a public multi-user facility prevents smaller companies from gaining access to river freight facilities – they simply cannot build out their own terminals because they either lack the funding or would only use such facilities seasonally and cannot justify the requisite expense. A multi-user terminal solves this



problem by allowing shared use of central facilities through temporary leasing, thereby reducing the barrier to entry to smaller companies.

There has been movement in recent years to utilize existing City property adjacent to the private port terminals or formerly industrial property downriver to expand into a publicly owned and operated multi-user facility that could handle both bulk and unitized cargoes. The intent is to provide growth potential and retention for existing area businesses, attract new businesses, remove truck traffic from the region's roadways by shifting cargoes to waterborne methods. This provides a major environmental benefit by reducing traffic. Large trucks carrying freight are a major source of pollutants, and one barge is equivalent to 80- 150 trucks depending on the load type. Such a reduction in emissions is an obvious benefit to the community, as is the decreased traffic. Additionally, this would provide the opportunity for several remaining businesses on the North Prong of the Wicomico to cost-effectively relocate to a multi-user facility. Many of the users on this portion of the Wicomico River are operating expensive legacy facilities that are used for only portions of the year. This would allow redevelopment of the North Prong to a mix of residential and park/open space as discussed elsewhere in this plan. Further development of the Port of Salisbury was one of the most desired elements of the comprehensive planning process for the several economic development organizations providing feedback.

Policy

Adopt a Maritime Policy is a component of the Salisbury Port Study that was completed in 2021. Such a policy would specifically delineate where the City's responsibility to the Port is and what Salisbury is and is not willing to do to support Port development. It is recommended that the City be willing to back, as a government entity, grants to the private terminals for port improvement and that the City be willing to accept funds on their behalf and pass them through sub-recipients. This is a very low-cost way for the City to support Port development right now, while working to secure funding and support for a public multi-user terminal.

Establish Tax Incentives for businesses in Salisbury to utilize the Port and rail facilities in the City to transport cargo when the alternative would have been trucking. It is also recommended to pursue this in conjunction with the State of Maryland to increase the competitiveness of the State's ports. Virginia already does this to great effect to encourage such modes.

Projects

- **Multi-User Port Facility** would be a major boon to industry in the City and contribute to lower emissions and lower costs to residents. Discussed above, the project seeks to support smaller businesses or seasonal needs in the region by providing access to port terminals that are shared amongst users, lowering the bar to entry for all. Early public outreach and project planning has already begun.
- **Salisbury-Baltimore Shuttle Barge** is a program, rather than a one-off project. This program would provide for a regularly schedule cargo barge to move between Salisbury and the various port servicers in the Port of Baltimore to move unitized (containers) cargoes and even bulk as available, between Baltimore and the Lower Eastern Shore that would've otherwise been placed on trucks and carried to the region via US 50. This would provide



traffic relief on the Bay Bridge and the regional roadways across the Shore while building a revenue base for the public port facilities in Salisbury. The Port of Virginia has proven the model viable with its James River Shuttle Barge from Hampton to Richmond over the last ten years.

Rail

Rail transport has a long history on the Eastern Shore, and in Salisbury in particular. Various passenger services once connected Salisbury to Baltimore, Wilmington, Washington and beyond while Salisbury also served as the rail hub of the Shore, with trains transferring in the City limits to push on to Princess Anne, Pocomoke, Snow Hill, Berlin and the then-developing beach resort of Ocean City. As the road network developed and the automobile gained prominence, the importance of rail connections receded and many lines ceased passenger service and began moving only freight, or were abandoned altogether. This trend has been steadily reversing in recent years with rail service returning to prominence in many areas. In 2021 City Transportation Staff worked with Salisbury University to explore the willingness of the region to support renewed passenger service on the freight rail line that serves Salisbury. That report not only revealed a deep support for passenger service but was used by a team of government bodies to obtain a Rail Corridor Identification Program (RCIP) Grant from USDOT to study the possibility of carrying out the project.

Policy

Resolution in Support of Passenger Rail would serve a similar effect as a resolution in support of airport projects. A public pronouncement of elected officials is a key piece of public support for many larger grant agencies such as USDOT and MDOT. Announcing support for the exploration of rail service on the Delmarva Peninsula would provide vital support for the team, being overseen by the Delaware Transit Corporation (DART), performing the rail corridor study.

Supporting Future Rail Uses via the provision of a tax incentive to develop Transit-Oriented Development (TOD) along the rail corridor in the Salisbury City limits would help keep the line viable by encouraging dense development along the corridor. Throughout the City of Salisbury, the rail corridor is largely synonymous with the US 13 Business corridor, which is targeted for transit and multimodal improvements, and proposed to be rezoned for mixed-use development already. By doubling down on this corridor with TOD the City would be encouraging car-lite lifestyles where residents could own a car if they so choose but would not be required to do so to move around the City and region.

Projects

- **Rail Line Reactivation** is currently a project in the funding pipeline via a USDOT RCIP grant. While most of the service line would run through Delaware, it would also connect Salisbury and Princess Anne further south into the national rail system. The existing freight line currently meets the Amtrak Northeast Corridor lines in Newark, adjacent to the University of Delaware. Dover Wesleyan University, Salisbury University and University of Maryland Eastern Shore all lie along the rail line, providing a potential boon to the service by providing



a ready group of students that potentially would need or want to travel back and forth between their homes out-of-state and the universities throughout the school year.

Parking

Parking in urban areas has become a concern for cities nationwide; Salisbury is certainly no different. After decades of auto-oriented development there is a widespread belief that parking is always strained, and that residential development threatens access. The opposite is often true. Decades of constructing development in the way we have has created a glut in parking supply. A recent study conducted in association with development in the Downtown area found that this not only hold true in Salisbury, but that the City has actually added parking spaces in the Downtown area since a similar study was conducted in the early 2000's.

In brief, during absolute peak use during the weekday work hours, the City's Downtown parking assets averaged only 50-51% capacity. Weekend peaks were far more telling with assets only being utilized between 12-22%. To summarize the comments of a few stakeholders during their interview process "there has never been an actual parking problem Downtown."

The excess parking capacity is an opportunity for redevelopment. The City owns the vast majority of parking assets in Downtown and has pushed for redevelopment of these sites over the past few years. Parking assets have remained in tension in this process. However, the benefits of redeveloping parking into housing is enormous. The most visible impact is found in the increase in housing units Downtown, that will provide additional units for rent or purchase in a surging market where many residents are struggling to make rent and mortgage payments. The provision of units in Downtown places residents in closer proximity to the employment core of the City, government services, healthcare, and transit services, potentially lowering or negating the need to maintain an automobile depending on each residents needs. Parking facilities are known to be low intensity and low productivity uses for government agencies. Even when parking lots are privately owned, the tax revenue generated by such facilities do not generally pay for upkeep of the surrounding infrastructure – streets, sidewalks, underground utilities etc. Mixed-use development, generally featuring a mix of housing, retail and office spaces are however, a much higher and better use of land and produce a significant enough base of revenue to maintain the surrounding public facilities. Infill development on such empty lots will provide a new, permanent customer base for Downtown businesses and those in the surrounding area, provide ample tax base to provide for upkeep of Downtown infrastructure and allow excess revenue to be realigned to pay for upgrades elsewhere throughout the City.

Outside of the Downtown area, the City's parking facilities are far more limited. Generally, City owned parking in the surrounding neighborhoods is limited to on-street facilities and small employee parking lots at its own properties/facilities. On-street parking use throughout most neighborhoods is sparse and in no danger of being saturated, although some core historic neighborhoods immediately surrounding Downtown and the University have a much higher utilization of street parking. However, even with these higher on-street usage rates in such neighborhoods, the residents are generally well-suited in the current available spaces. No comments were received in any public or stakeholder comments about a lack of parking in residential neighborhoods.



In this light, the following is recommended for future development and management of City parking facilities.

Policy

Market Based Parking is a strategy the City has been following in the Downtown area and beyond for the last few years where the City enforces a parking maximum, rather than a minimum. This allows developers to figure out what amount of parking they need onsite to accommodate their residents based on the market on actual data, rather than a legislated minimum. This allows new development to reach the highest number of units possible onsite. Development deals on the Downtown City-owned lots also generally require that the developer accommodate all their parking needs onsite. Not only should this process continue, but the City should make an effort to track on-street parking usage as developments continue in the Downtown area. Currently, it is normal that 10-30% of spaces on any given block are open at any given time. The ideal rate is about 15% as this allows users to generally obtain a spot along any given block throughout the day, in sight of their ultimate destination. As the City approaches that rate it should move to consider dynamic pricing that would flex the parking fees at any given hour to continue to encourage user turnover, thereby keeping that 15% availability rate. Free parking, especially during core business hours is generally detractive from local businesses despite popular beliefs otherwise. Free parking encourages users to sit in one place, “hogging” it from other users and preventing customer turnover necessary for local businesses to thrive.

Projects

Future Downtown Parking Garage is becoming a must as the area develops. The current City garage is aging and while general life-span improvements will extend its useful service life to some degree it is inevitable that it will need to be replaced. It is also sitting on prime mixed-use real estate adjacent to Unity Square, so it behooves the City to consider relocation to another or even multiple sites for a public garage or garages. It is preferable to locate the assets along the edge of the Downtown area, allowing the core to develop in a traditional mixed-use pattern with on-street parking serving immediate needs adjacent to the ground-level businesses. Parking garages are expensive, with costs easily reaching \$40,000 per space and more for even basic structures. As such, it is recommended to pursue private-public partnerships to develop public parking garages where possible as sites develop around the Downtown area. There is already a model for this with proposed development on Parking Lot 1 and 10. A previous white paper by City Transportation Staff identified opportunities to potentially develop a garage in conjunction with Perdue in the Marina District, just west of the North Prong, and the old Daily Times site, now owned by TidalHealth as the hospital system redevelops that site.



Chapter 7 Community Facilities

The 2010 comprehensive plan estimated Salisbury's population would grow to 40,085 residents by 2030 and put forth strategies to meet demand for community facilities and services such as schools, parks and recreation areas, sewerage and water systems, police and fire protection, and garbage collection will also grow.

Salisbury's population is now projected to be 41,291 by 2040. The purpose of this Community Facilities Element is to serve as a guide for establishing, maintaining, and delivering community facilities and services for a growing population of City residents.

Community Facility Goals and Strategies

Community facilities are the responsibility of City administration to adequately provide and manage for the existing and future population. Overarching goals include:

- Provide adequate community facilities that will assure an adequate level of public services to all residents of the City of Salisbury.
- Maintain and make efficient use of the existing community facilities.
- Expand the existing community facilities to meet the needs of the expected growth in population, as needed.
- Consider the establishment and implementation of Impact Fees for Fire, Police, Parks, and Municipal Facilities to offset the costs to the City for providing public services and infrastructure improvements as a result of new development.
- Connect community facilities with bikeways and pedestrian networks to increase accessibility and promote sustainability.
- Consider adaptive reuse and other sustainable building practices for the expansion of community facilities.
 - o Adaptive Reuse is a strategy that takes the existing infrastructure of a building and instead of demolition, repurposes the framing, material, and historic character into a new or reinvigorated use. It is a strategy that lowers resource consumption and promotes creative reimagining of a space and its relationship to the community it serves.
 - o Incorporate sustainable site and green building guidelines including standards for sustainable sites, water efficiency, materials and resources used during construction, and use of alternative fuel sources that strive to achieve Leadership in Energy and Environmental Design (LEED) certification.
- Continue to coordinate with the Wicomico County Board of Education to ensure educational facilities are adequate in size to accommodate the anticipated enrollment in their service areas.
- Continue to coordinate with Wicomico County Parks and Recreation to ensure adequate park facilities are available for recreation use and as wildlife habitat



Public Services

Police

The City of Salisbury Police Department is a nationally accredited law enforcement agency. The department's station is located at 699 W Salisbury Pkwy, Salisbury, MD (figure 7-1). The Salisbury Police Department is budgeted for 102 sworn officers and 30 civilians.

The Salisbury Police Department currently has a staff to citizen ratio of approximately 3 officers for every 1,000 residents. The City will strive to maintain this level of service in the future. In an effort to meet this standard, an additional 25 officers are needed to accommodate the increase of 8,241 persons by 2040.

The City also receives support from the Wicomico County Sheriffs Office and the Maryland State Police. The Wicomico County sheriff's office is also located in Salisbury at 401 W Naylor Mill Road. The divisions and teams of the county sheriff office include the child advocacy center, civil division, collision reconstruction unit, communications, community action team, criminal investigation division, judicial protection, k-9 unit, property, records, road patrol and motor unit, school resource officers, sheriff's emergency response team.

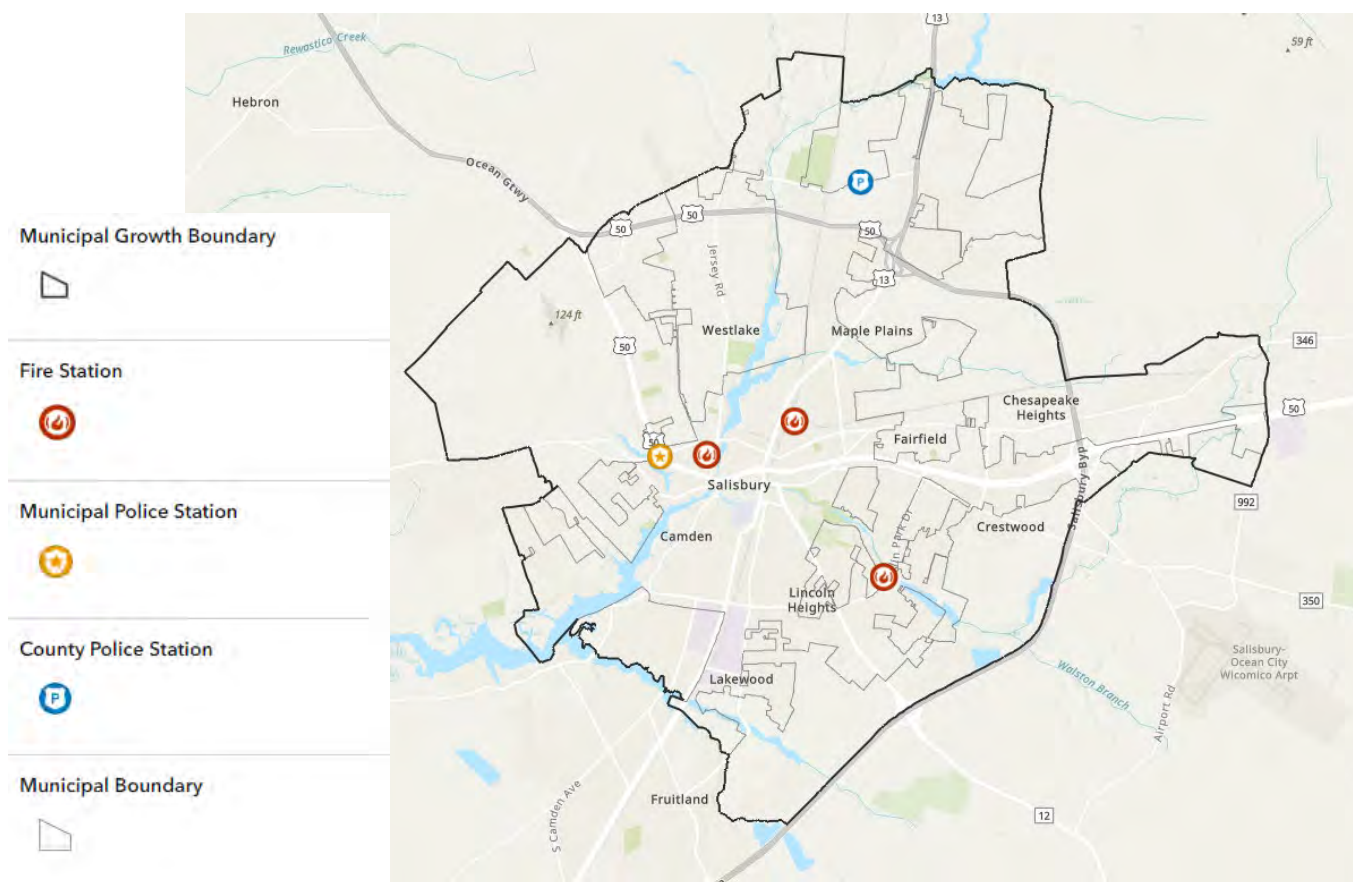


Figure 7-1: Police and Fire Station Facilities in Salisbury, Maryland (Source: City of Salisbury, Maryland Open Data Hub, 2023)



Fire, Rescue, and Emergency Medical Services

The Salisbury Fire Department operates three fire stations (see figure 7-1) and is comprised of 75 career personnel and 120 volunteers. The department covers an area of 48 square miles that includes the City of Salisbury and surrounding areas providing fire, emergency medical services (EMS), technical rescue, and special operation services on a 24/7-day basis. In 2017, the department responded to 3516 fire incidents and 9924 EMS incidents.

It is difficult to access the effect of future population increases and annexations on fire and emergency services. Since the fire and emergency services are provided to an area larger than Salisbury, most of the area in the Municipal Growth Area is already being served by Salisbury Fire Department and level of service is not only impacted by Salisbury's growth, but also growth in the other parts of the service areas.

For most career fire departments, the rates of career firefighters per 1,000 people range from 1.54 to 1.81. Based on the impact of future growth, and not taking into consideration the current staffing levels, the Salisbury Fire Department would require an additional 12 fire fighters. However, the most appropriate approach in the planning of fire and emergency services for the City of Salisbury will be to monitor response time and equipment capabilities and ensure that short response time and adequate service level is maintained or improved over time.

Solid Waste Management & Recycling

The City of Salisbury provides waste management services to its residents. Single-family home trash and recycling are collected once a week and require the use of standard 95-gallon trash cans purchased from the city. Curbside recycling is a free service to all City of Salisbury residents who utilize the City's once a week trash collection. Multi-unit complexes are typically equipped with a common trash disposal area and are serviced three times per week.

In addition to waste management and recycling services, the city also operates street sweepers for removing a variety of litter, debris, and pollutants from the road surface. In 2018 City Street Sweepers swept 10,988 miles of roadway and collected more than 1,400 tons of debris from city roadways.

Public Buildings and Facilities

Salisbury is the county seat of Wicomico County. The Wicomico County Court House is located at 201 Baptist Street City of Salisbury City Hall is located at 125 N Division Street.

In 2023, the City of Salisbury signed a 15-year lease agreement at 125 N Division Street to house City Hall. The new City Hall features the Downtown Visitor Center and the Department of Arts, Business and Culture on the first floor, and offices on the second floor for the mayor, city administrator and city clerk. A large open space on the ground floor now serves as the City Council meeting room, but it also can be converted to an event space with roll-up doors to the parking lot to accommodate large community gatherings. It is anticipated that the new City Hall will meet the needs of Salisbury's future growth.



Education

Public Schools

Public schools serving the City of Salisbury are operated by Wicomico County. There are 14 public schools serving the City of Salisbury: nine elementary schools, two middle schools, and three high schools. In addition to the 14 public schools, there are several private schools and early childhood facilities within the city and growth boundary of Salisbury. Figure 7-2 provides the location and type of the educational facilities serving Salisbury.

Public school enrollments are reported to the State of Maryland every September by the Board of Education. Enrollment projections must be frequently because enrollments in the school system, as well as enrollments in any particular grade, will rise and fall based upon changes in development, changes in the character of existing neighborhoods, and natural changes in population. Table 7-2 provides enrollment numbers for 2024 as well as projected enrollments for 2032.

As of 2024, three public schools in Salisbury are over capacity; Prince Street Elementary, Parkside High School, and Wicomico High School. [The Wicomico County Board of Educational Facility Master Plan](#) is prepared by the Wicomico County Board of Education on an annual basis and addresses these facility needs. To manage increasing enrollments, the plan recommends:

- Annually assess school space utilization issues and consider implementing small annual adjustments to specific school attendance areas to re-balance enrollment and capacity.
- Consider a more comprehensive realignment approximately every 5 years to balance any major disparities in enrollments and/or capacities which have developed.
- Expand existing facilities to increase capacity where possible as part of any modernization and/or renovation program.
- • Consider student attendance boundary adjustments as an acceptable approach to balancing enrollments with capacity

The City of Salisbury will continue to reference the Educational Facility Master Plan on an annual basis for school facility needs.

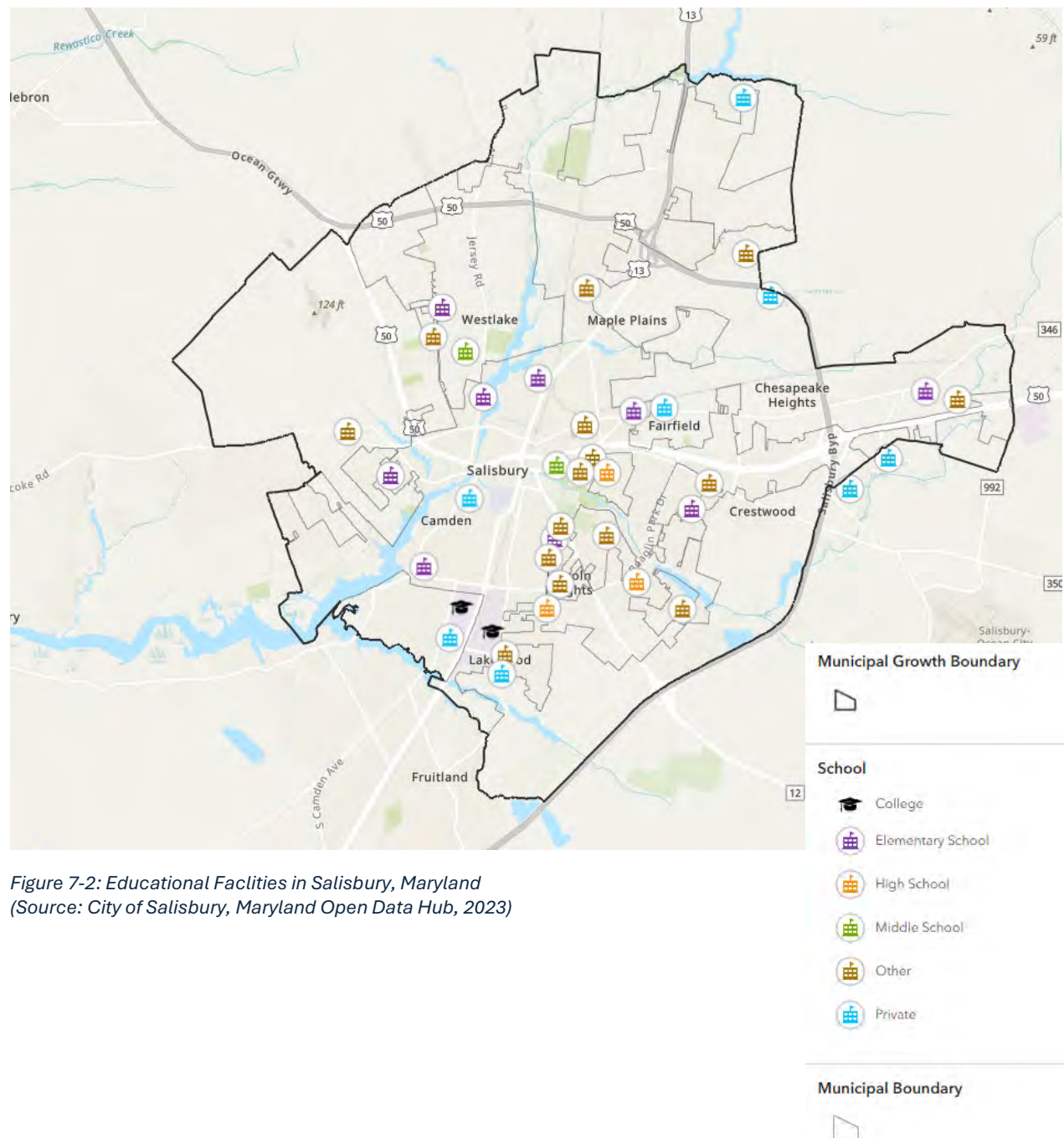


Figure 7-2: Educational Facilities in Salisbury, Maryland
(Source: City of Salisbury, Maryland Open Data Hub, 2023)



Table 7-1: Salisbury, MD Public Schools Enrollment

School	Capacity (2024)	Enrollment (2024)	Projected Enrollment (2032)	Change (Number of Students)
Elementary Schools				
Beaver Run	At Capacity	585	635	50
Charles H. Chipman	Under Capacity	204	220	16
East Salisbury	At Capacity	466	541	75
Glen Avenue	Under Capacity	386	424	38
North Salisbury	At Capacity	507	500	-7
Pemberton	At Capacity	449	474	25
Pinehurts	At Capacity	438	466	28
Prince Street	Over Capacity	834	911	77
West Salisbury	At Capacity	267	294	27
Middle Schools				
Salisbury Middle	Under Capacity	807	739	-68
Wicomico Middle	Under Capacity	824	955	131
High Schools				
James M. Bennett	Under Capacity	1,379	1,265	-114
Parkside	Over Capacity	1,175	1,057	-118
Wicomico	Over Capacity	1,498	1,577	79
Total		9,819	10,058	239

Source: The Wicomico County Board of Educational Facility Master Plan (2024)

Salisbury University

Salisbury University is a four-year public university in Salisbury and is a member of the University System of Maryland. The university is located two miles from Downtown Salisbury and is a designated Main Street Maryland Community. The university offers 47 undergraduate majors, 15 master's programs, and two (2) doctoral programs. In 2022, Salisbury University's enrollment was 7,123 students (6,378 undergraduate, 745 graduate). The University has a two-year residency requirement for all freshmen and sophomore students. Freshmen students beginning in the fall semester are required to live on campus for four semesters and students beginning in the spring semester live on campus for three semesters.

Salisbury University's campus is 220 acres and includes nearly 100 buildings including academic and administrative buildings, athletic facilities, and residential and dining facilities. Since 2000, Salisbury University has seen \$350 million in new construction, including the construction of the Franking P. Perdue School of Business and Sea Gull Square, a mixed-use facility that houses 600 students and includes a variety of retail spaces. Below, campus facilities are depicted in figure 7-3.

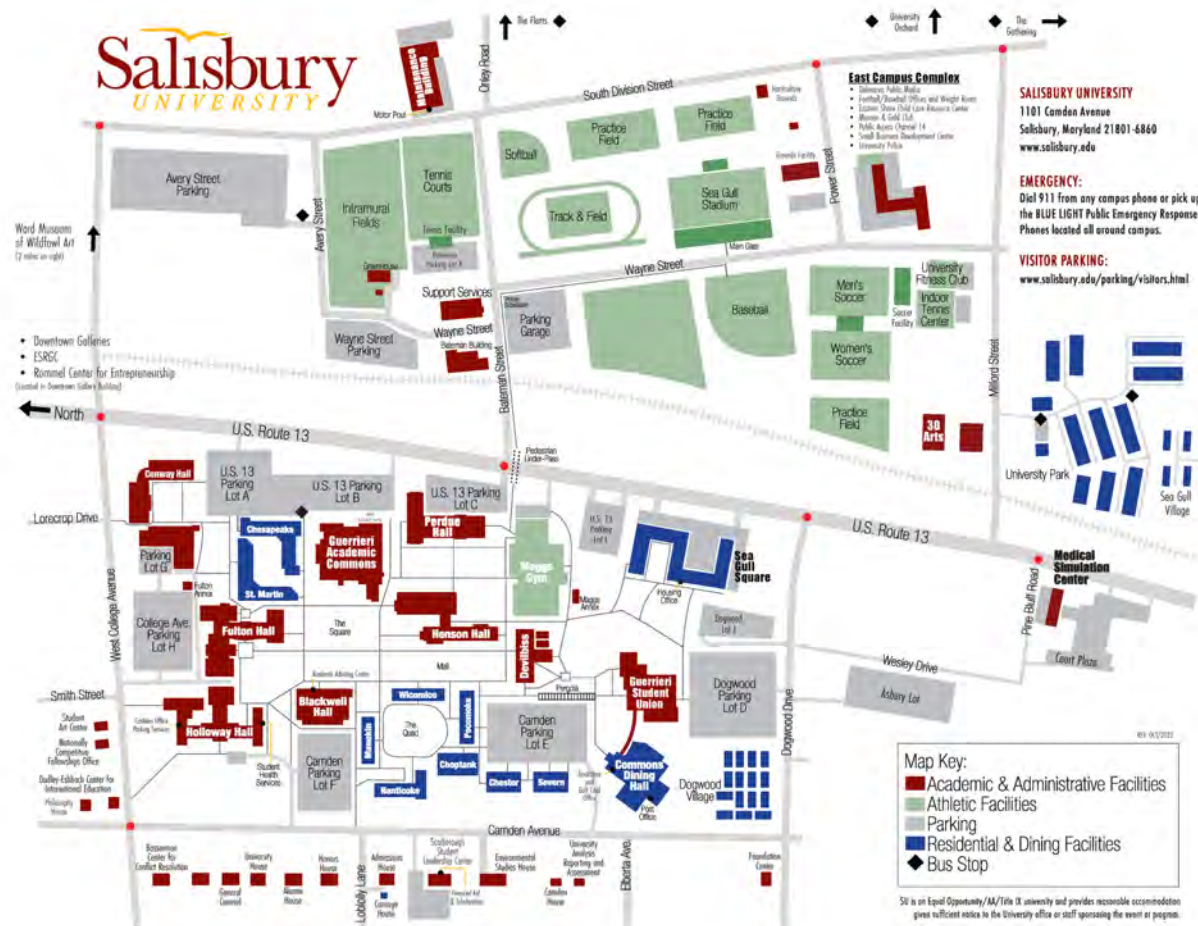


Figure 7-3: Salisbury University Campus Map (Source: Salisbury University, 2023)

Salisbury University is a part of the University System of Maryland and has its own [Facilities Master Plan](#) updated in 2019 and as illustrated in Figure 7-4 below. This plan outlines three stages of investment including:

Phase One projects address pressing campus needs and begin enabling actions for long-term efforts. New residence halls on the East Campus (3) allow Chesapeake and St. Martin halls and Dogwood Village to be removed. Reconfiguration of athletic and recreation fields on the East Campus and completion of the tennis center (4) expands capacity for outdoor sports and clears a site for construction of a new Field House (5). Upon completion of the Patricia R. Guerrieri Academic Commons, Blackwell Library is renovated, providing swing space to facilitate other campus improvements. The University plans to make improvements to Devilbiss Hall, renovate Maggs Gymnasium (6) and renovate Guerrieri University Center (GUC) (7) during this phase. Having addressed pressing needs and completed enabling projects, the University has capacity for significant campus expansion in subsequent phases.

Phase Two projects expand the campus' built environment. New construction of a Performing Arts venue and renovation and expansion of Fulton Hall establish a Fine and Performing Arts Complex (8) organized around a new Arts Quad on the Chesapeake and St. Martin Hall site. Henson Hall, the



Commons, and GUC are expanded, with additional renovations to GUC. Blackwell Library is replaced with a new academic building (9), and new residence halls are constructed on the former site of Dogwood Village (10). A new parking structure (11) accessed off West College Avenue provides additional Main Campus parking capacity. Phase Three projects complete the build-out of the Facilities Master Plan in the long term. Devilbiss Hall is removed and replaced by a larger new academic building on the west side of the Mall (12). This building also faces a new open space, Commons Lawn (13), established adjacent to GUC and nearby residence halls. A new parking structure (14) accessed from Dogwood Drive establishes the parking capacity needed to remove Camden Lot E and establish this new recreational open space to supplement the Quad. An additional residence hall completes the redevelopment of the Dogwood Village site in this phase (15). If the Dresser property becomes available after remediation, the University will pursue acquisition (16).



Figure 7-4 - 2019 Salisbury University Facilities Master Plan



Libraries

There are two public libraries in the City of Salisbury, the Paul S Sarbanes Branch located in downtown Salisbury and the Centre Branch at Salisbury Mall. The libraries operate under the governance of the Wicomico Public Library Board of Trustees.

The 2010 Comprehensive Plan identified the need to expand library facilities. In May 2024, the Wicomico County Council approved relocating its main branch from downtown Salisbury to the site previously occupied by the Ward Museum of Wildfowl Art at 909 S. Schumaker Drive. The relocated Sarbanes branch will remain the county's flagship library and a smaller library will be established in downtown Salisbury, continuing to provide walkable resources for community members in that area.

Open Space and Recreation

Parks

There are 18 parks in Salisbury as illustrated in figure 7-6. These parks are comprised by 57 park parcels and 329 acres of land. Located in the heart of Salisbury is the Salisbury City Park. Salisbury City Park is over 100 acres and represents 1/3 of the city's total park land. On the park's western end are two distinctive structures erected during the early 1930s; an octagonal bandstand and arched foot bridge over Beaverdam Creek, both listed as a historic property by the Maryland Historic Trust. In the middle of the park is the Salisbury Zoo and just east, Ben's Red Swings, a community playground. On the eastern end of the park, Schumaker Pond can be found. The park is also home to the Salisbury Dog Park, Salisbury Skate Park, and many mountain bike trails.



Figure 7-5 - Salisbury City Park

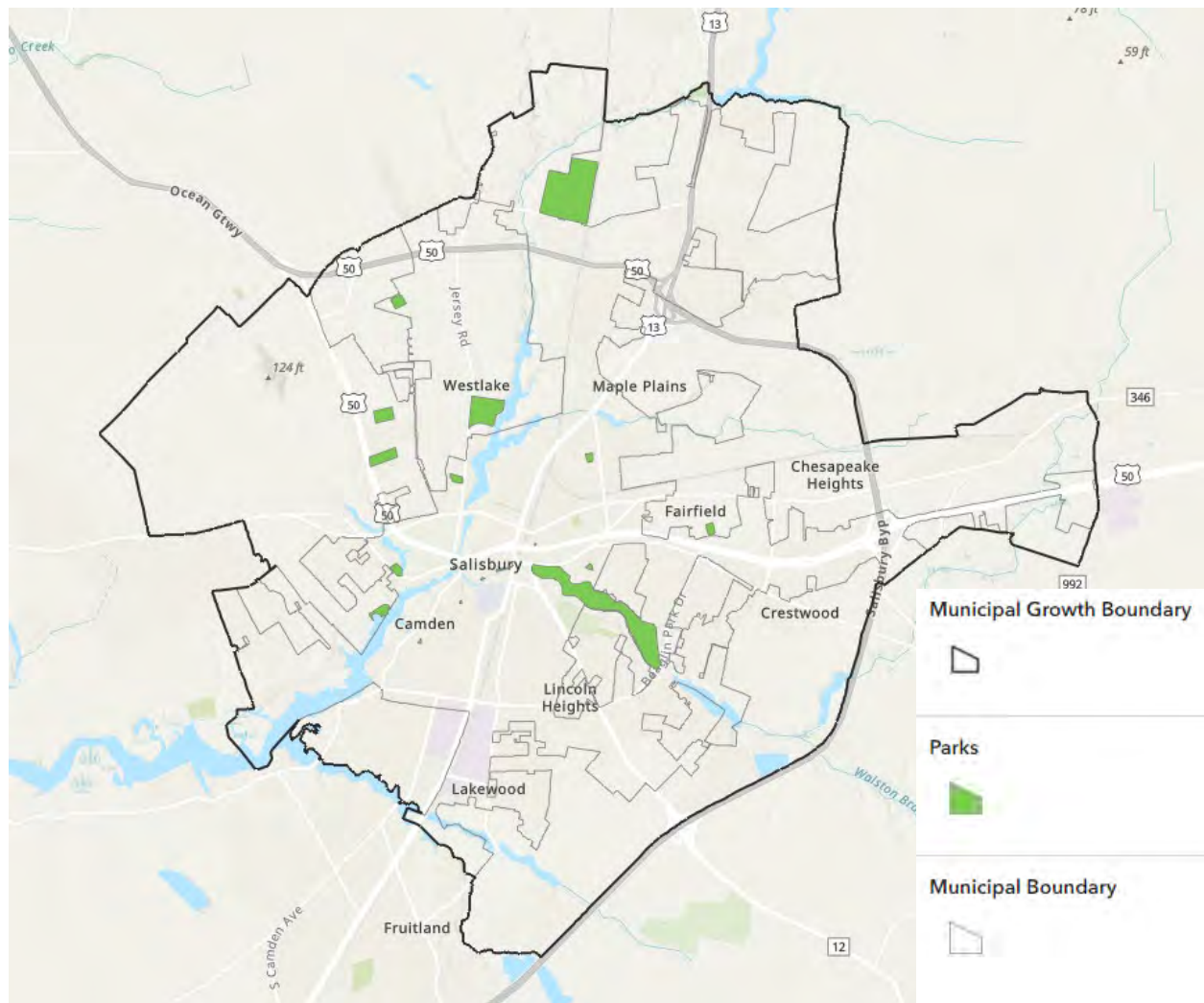


Figure 7-6: Parks in Salisbury, Maryland (Source: Source: City of Salisbury, Maryland Open Data Hub, 2023)

The City has explored redevelopment plans for additional waterfront park and redevelopment space along the North Prong of the Wicomico River – today an industrial landscape sandwiched between two residential communities to the east and west (see Figure 7-7). Changing the land use and converting this land to a new use will take a significant effort to acquire and redevelop properties, some of which may contain hazardous materials.



Figure 7-7: Two of several concepts prepared by University of Maryland Landscape Architecture Students for a new park along the North Prong waterfront

The Wicomico County Department of Recreation, Parks, and Tourism is tasked with the preparation of the [Land Preservation, Parks & Recreation Plan](#). The 2022 plan furthers the goals of the county comprehensive plan in addition to assessing progress in meeting the leisure needs of a growing population and helping to preserve land. The plan's goals are as follows:

- Goal 1: Increase investment in Recreation & Parks facilities and programs to better fulfill the Department's mission of improving quality of life.
- Goal 2: Perpetuate practices to make sure facilities within the Department remain safe, functional, accessible and attractive.
- Goal 3: Provide a wide variety of public recreation programs which are inclusive to all members of the community and promote healthy, active lifestyles.



- Goal 4: Develop marketing vision and strategy for the Department to improve the County's overall image and to increase participation in programs and activities.

The City of Salisbury will continue to coordinate with Wicomico County to further the goals of the Land Preservation, Parks & Recreation Plan.

Wicomico Youth & Civic Center

The Wicomico Youth and Civic Center is a 225,000 square-foot, multi-purpose complex owned and operated by Wicomico County, Maryland. The complex contains a main arena with 5,600 seats and floor space of 30,000 square feet. The building was designed to accommodate a wide range of athletic, entertainment and civic events and includes 11 meeting rooms as well as a multi-purpose room of 10,000 square feet. Renovations have occurred between 2007 and 2017 including the upgrading of the lighting and energy systems and roof rehabilitation.

Medical and Health

There are 24 medical facilities in Salisbury as depicted in figure 7-8.

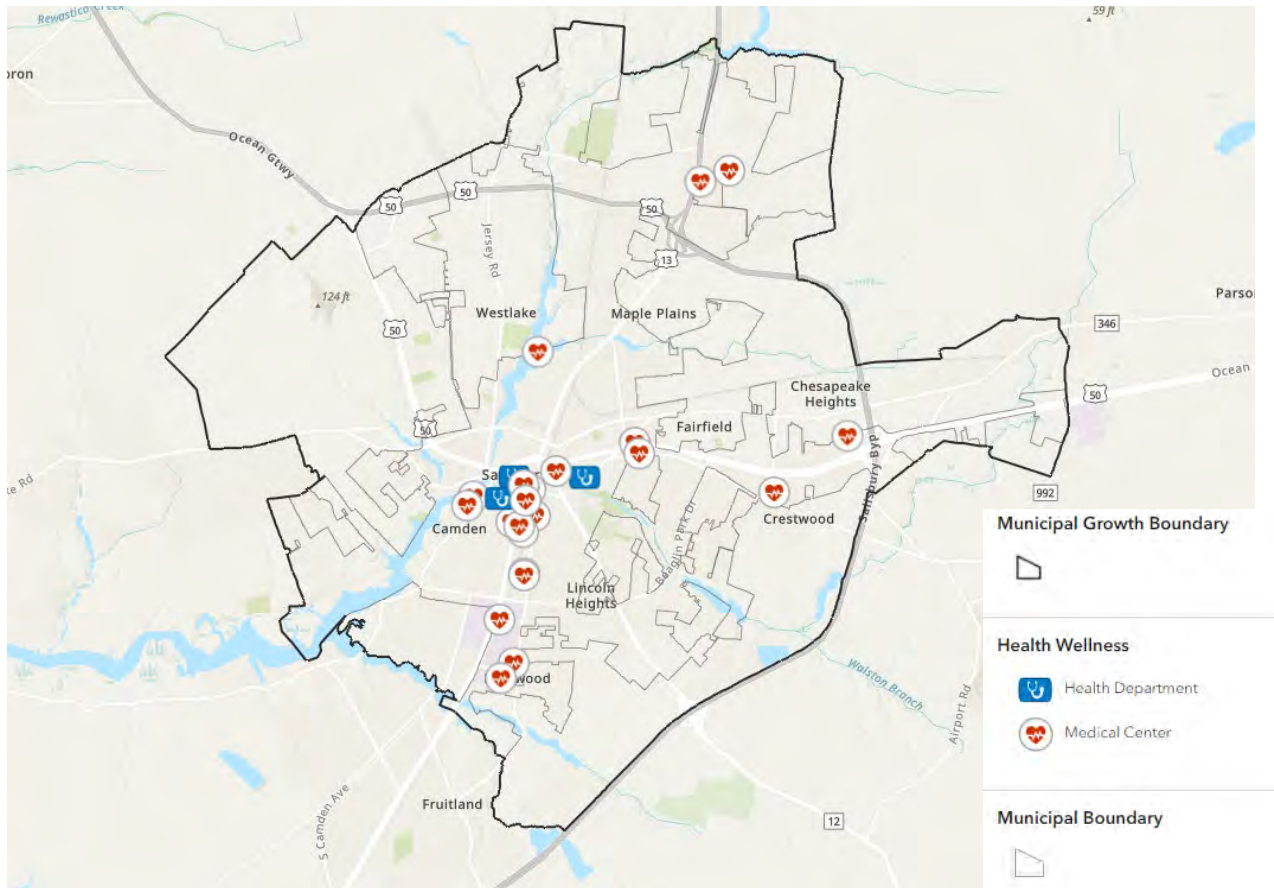


Figure 7-8: Medical Centers in Salisbury, Maryland (Source: City of Salisbury, Maryland Open Data Hub, 2023)



Health Department

The Wicomico County Health Department's main office is located at 108 E. Main Street, Salisbury, MD 21801. The Health Department operates several programs including Behavioral health, case management, community health services, dental, emergency preparedness, environmental health, maternal and child health medical assistance transportation, women, infants, and children's program (WIC), and vital services.

Regional Medical Center

The TidalHealth Peninsula Regional Medical Center is a non-profit hospital located at 100 E Carroll Street. The hospital provides over 300 beds and employees over 3,000 health care professionals. Nearly 500,000 patients are served annually in a multitude of specialties. This is a major full-service health care facility serving the entire Delmarva peninsula.

Deer's Head State Hospital

Deer's Head State Hospital Deer's Head Hospital Center is a state-owned and operated specialty hospital and nursing home, which has been providing services since 1950 to the citizens of Maryland. Deer's Head Hospital Center is located at 351 Deer's Head Hospital Road in Salisbury. The facility is accredited by the Joint Commission and licensed by Office of Health Care Quality.



Figure 7-9: TidalHealth Regional Medical Center in central Salisbury



Figure 7-10: Deer's Head State Hospital



Chapter 8 Water Resources

Water Resources Overview

The City of Salisbury supplies drinking water and treats wastewater by owning and operating two drinking water treatment plants, wells, the water distribution system, one wastewater treatment plant, pumping stations and the sewer collection system. The City has jurisdiction over stormwater management regulations within City Limits and maintains the storm drain system including storm drain pipes, dams, and stormwater best management practices. Salisbury drinking water is supplied from aquifers. Treated wastewater and stormwater enter the Wicomico River and are permitted through the National Pollution Discharge Elimination System (NPDES). Protection of the precious water resources is of the utmost importance for the City and its residents.

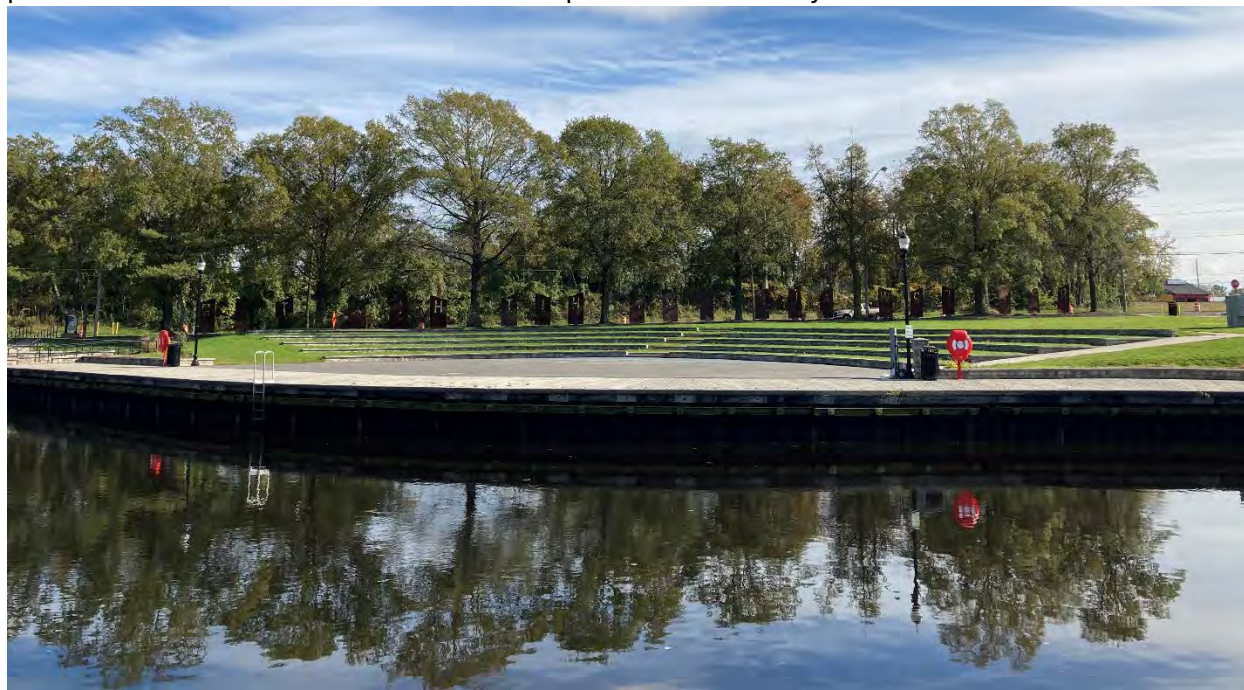


Figure 8-1: Salisbury is a waterfront community, and water quality of the Wicomico River is an integral element to health and prosperity for the City of Salisbury

Existing Conditions

Wastewater

- The Salisbury Wastewater Treatment Plant (WWTP) upgrade and expansion to Enhanced Nutrient Removal (ENR) treatment was successfully completed in 2019. With the upgrade, the WWTP has a rated capacity of 8.5 MGD and is consistently meeting the ENR effluent parameters. It is expected that the current facility will adequately accommodate planned future growth.
- The sewer collection system includes fifty pumping stations of various sizes. Upgrades to the City's two primary pumping stations, Northside Pump Station and Southside Pump Station, as well as upgrades to other critical regional pump stations, including the Fitzwater



Street, Parkside, and Hampshire Road pump stations have been completed in recent years to provide for reliability and energy efficiency.

- An Infiltration and Inflow Study was completed and remediation projects are underway. Projects are targeted in areas with significant levels of I&I with the goal of reducing the stormwater and groundwater entering the WWTP, which in turn will moderate the peak flows experienced during storm events.
- Wicomico County desires to serve areas with failing septic systems. The County's recent Water and Sewer Master Plan recommends that the majority of properties with septic system should connect to existing municipal WWTPs. Salisbury's WWTP has available capacity to serve areas adjacent to the City with failing septic system. The City recently adopted a Utility Extension Policy to allow connections to the sewer system in environmental health circumstances without requiring annexation immediately.



Figure 8-2: Salisbury's Wastewater Treatment Plant

Drinking Water

- The City's Source Water Protection Report (SWRP) was updated in 2013. The SWPR includes recommendations for tiered zones associated with Groundwater Protection Areas. The report also recommends coordinating requirements of Salisbury's Paleochannel Wellhead Protection overlay zone with the Wicomico County Zoning Code.
- Salisbury's two Water Treatment Plants, Paleo and Park, have undergone minor process upgrades. A third production well, Paleo Well 3, has been constructed to provide redundancy without increasing the overall water appropriation. Planning and design for Paleo filter expansion project is underway.



- Salisbury has a Water Supply Capacity Management Plan to evaluate the level of growth that will trigger the need to pursue an increase in water appropriation through MDE.
- Treatment plant upgrades will be needed to meet the upcoming EPA PFAS maximum contaminant levels requirements.
- Lead services are prevalent in older neighborhoods and are being systematically replaced.

Stormwater

- As a historic community, much of the City was developed before modern stormwater management (SWM) requirements, and therefore, stormwater runoff in some areas remains untreated. This can cause water pollution, erosion, and flash flooding.
- Salisbury is a Phase II Municipal Separate Storm Sewer System (MS4) permittee, which means the stormwater runoff drains separately from wastewater systems. Discharges from an outfall require a permit to ensure water quality standards are adhered to. Stormwater must be managed per the MS4 permit requirements to comply with the Six Minimum Control Measures and the Impervious Area Restoration Work Plan to reduce the untreated impervious surface from the baseline by 20%. The renewal of the MS4 permit typically occurs every five years and will likely include an increase in impervious surface reduction or treatment by an additional 10%.
- A Stormwater Utility Fee was implemented in 2014 and includes bi-annual updates to the City's impervious surface GIS layer. The fee is dedicated to stormwater improvements in the City and helps fund the Street Sweeping program, MS4 program, and stormwater projects including Watershed Implementation Plan (WIP) projects.
- Salisbury has four dams which serve as stormwater impoundments. The high hazard dams have Emergency Action Plans that detail processes for dam inspections and emergency protocols.
- The Maryland Department of the Environment (MDE) is in the process of developing new SWM requirements per the Advancing Stormwater Resilience in Maryland (A-StoRM) Action Plan. Salisbury will adopt the new regulations and account for the changes in planning documents.



Figure 8-3: Stormwater management and green infrastructure to the maximum extent practicable is important to water quality and flood risk reduction. The City is making progress integrating stormwater management best practices in new development projects.



Figure 8-4: Shoreline improvements along the Wicomico River with bioengineered green infrastructure helping to improve water quality, stabilize the shoreline soils, and create a natural habitat for local pollinators and wildlife.

Water Resource Goals

- Provide clean and reliable deliver of potable water to City residents.
- Collect and treat wastewater at a state of the art facility that protects public health.
Manage stormwater and nuisance flooding
- Improve water quality to the Wicomico River.



Water Resource Strategies

Specific strategies for water, sewer, and stormwater management include:

- Upgrade and repair aging sewer and water infrastructure
- Evaluate and implement new wastewater pretreatment standards
- Analyze threats to drinking water due to emerging contaminants like PFAS and address these pollutants in treatment strategies
- Provide automatic meter reading systems to reduce water consumption and provide early leak detection
- Expand public sewer service to reduce risk of pollution from septic fields within the City's growth boundary and future annexation areas.
- Identify and systematically replace lead service lines to residential properties
- Reduce water pollution and improve water quality with better stormwater management and erosion control, and require that functionally adequate drainage systems be provided for all urban development.
- Continue to research, innovate, and implement best management practices in an effort to reduce pollutants, floatables, and other undesired litter and debris from entering waterways and to maintain and enhance existing SWM facilities.
- Implement Smart Growth policies, including compact design. Local governments find that, on a per-unit basis, it is cheaper to provide and maintain services like water, sewer, and other utilities in more-compact neighborhoods than in dispersed communities.



Figure 8-5: In Baltimore, a trash interceptor device named "Mr. Trash Wheel" captures people's hearts as it captures trash floating down the Jones Falls River before entering the Inner Harbor



Chapter 9 Environmental Sustainability and Resiliency

Environmental Overview

The City of Salisbury is located in the Wicomico River watershed. The Wicomico River is a tributary of the Chesapeake Bay. Portion of the City are located in the Critical Areas and floodplains. Responsible development in environmentally sensitive areas is critical to preserve the natural environment. Consideration for resilience from climate change and sea level rise should be incorporated in all planning initiatives and to combat nuisance flooding and to adapt to changing and more extreme weather patterns.



Figure 9-1: The City of Salisbury is a coastal community with beautiful natural landscapes along some of its waterways. Areas like these should be protected, and additional landscape buffers can be created to enhance additional waterways and open spaces.

Existing Conditions

- Salisbury's zoning code includes a Paleochannel Overlay District, which provides restrictions and standards to protect the Paleochannel, which is an aquifer that is the bed



of an ancient river that lies at a depth of 100 to 200 feet below the surface. Additionally, Wellhead Protection Areas establish permitted uses to protect the wellheads for both the Paleo Water Treatment Plant and the Park Water Treatment Plant.

- Chesapeake Bay Critical Area mapping in the City was updated in 2024. Salisbury includes areas within the three designated development zones: Intensely Developed Area (IDA); Limited Development Area (LDA); and Resource Conservation Area (RCA).
- Salisbury has lands within Waterways, Floodways, and the 100-Year Floodplain. Local building codes detail requirements for building above floodplain levels and permitting for activities within wetlands and waterways is under the jurisdiction of the State of Maryland.
- Salisbury has Green Infrastructure to improve the water quality of stormwater runoff including bioretention areas, permeable pavement, urban streets, and living shorelines.
- The Sustainability and Resilience study was completed in 2019 and provides a framework for assessing risks and planning for proactive risk mitigation.
- The Urban Tree Canopy Study was finalized in December 2020 and developed goals for the City's tree canopy as well as modifications to the zoning code.
- The Environment Policy Task Force Report was adopted in January 2021 and includes recommendations regarding:
 - o Energy Use and Emissions
 - o Water, Wastewater and Stormwater
 - o Management of Public Open Space
 - o Transportation, Sustainable Operation and Design
 - o Education and Outreach

Environmental Goals and Strategies

Overall, the goal is to preserve, protect, and enhance natural resources and green space to provide a healthy, clean, and green environment adaptable to changes in climate. Improving green space, enhancing green infrastructure, and reducing greenhouse gas emissions can help make progress locally towards broader national, State, and regional resiliency goals. Strategies to achieve this include:

- Develop a hazard mitigation and emergency preparedness plan in case of a major storm event such as floods, extreme wind (such as tornado, derecho, and hurricanes), wildfire, blizzard, or extreme temperatures. This plan should assess overall risk and needs for critical infrastructure, communication plans, evacuation plans, sheltering plans, and mitigation strategies.
- When building new buildings and facilities or when renovating older municipal buildings and facilities, require that the results meet Leadership in Energy and Environmental Design (LEED) certification standards.
- Update building codes and provide tax incentive for private development that is built or renovated to meet LEED certification standards.
- Upgrade and repair aging infrastructure including roadways, bridges, utility, and drainage systems to meet current, updated standards.



- Reduce flood risks with more green space and green infrastructure to absorb run off and buffer development from flooding and high tides.
- Increase tree canopy and green space to provide more shade, water absorption, nutrient uptake, wildlife habitat, and to help cool temperatures during hot weather.
- Encourage use of high albedo building and paving materials to reduce urban heat island effects.
- Reduce municipal energy consumption and encouraging more use of renewable energy by investing in solar, wind, and other renewable energy sources at public facilities, such as municipal buildings, public works facilities, and parking lots.
- When purchasing new vehicles to expand the City's fleet or replace vehicles that have reached their service life, reduce vehicle gas consumption by investing in electric vehicles and supporting infrastructure to charge vehicles at municipal parking lots and public works facilities.
- Encourage electric vehicle usage by installing electric vehicle chargers to convert at least 10% of all public parking spaces dedicated to electric vehicles before the year 2030.
- Encourage and enforce anti-littering campaigns and trash collection through code enforcement and educational outreach. Increase use of public trash receptacles and regular trash collection and maintenance of these receptacles.
- Encourage people to drive less with better opportunities to walk, bike, and take transit by implementing complete streets, expanding transit service, and building more compact, walkable, mixed-use communities.



Figure 9-2: During construction of Salisbury's Main Street, the design included extensive tree wells and bioretention systems to increase tree canopy and infiltrate stormwater runoff. These are important strategies to a more sustainable and resilient future.