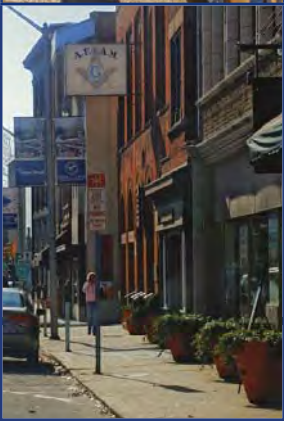




2010 City of Salisbury Comprehensive Plan



This project has been supported by the financial assistance provided by the Coastal Zone Management Act of 1972, as amended, administered by the office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration



RESOLUTION NO. 1942
AS AMENDED ON JULY 12, 2010

A RESOLUTION OF THE COUNCIL OF THE CITY OF SALISBURY TO ADOPT THE 2010 CITY OF SALISBURY COMPREHENSIVE PLAN.

WHEREAS, pursuant to Article 66B § 3.05(b) of the Annotated Code of Maryland, the Salisbury Planning and Zoning Commission determined the 1997 Metro Core Plan should be updated and amended to reflect the goals, objectives, and implementation strategies exclusive to the City of Salisbury; and

WHEREAS, the Salisbury Planning and Zoning Commission held a joint meeting with the Mayor and City Council of Salisbury ~~was held~~ on October 13, 2008, in which it was determined that the City of Salisbury should have its own, separate Comprehensive Plan; and

WHEREAS, in accordance with Article 66B § 3.07(b) of the Annotated Code of Maryland, after duly advertised public hearings, the 2010 City of Salisbury Comprehensive Plan has been approved by the Salisbury Planning Commission, duly certified and recommended to the Council of the City of Salisbury for adoption; and

WHEREAS, Maryland Senate Bill 280, enacted in 2009, specifically stated that it was the intent of the General Assembly that comprehensive plans should be followed as closely as possible "while not being elevated to the status of an ordinance."; and

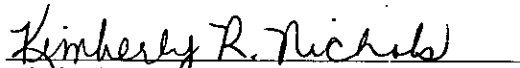
WHEREAS, pursuant to Article 66B § 4.09 of the Annotated Code of Maryland, the responsibility for implementation of the provisions of the plan are realized through "the adoption of applicable zoning ordinances and regulations, planned development ordinances and regulations, subdivision ordinances and regulations, and other land use ordinances and regulations that are consistent with the plan."; and

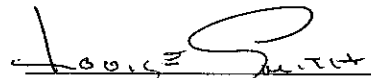
NOW, THEREFORE, BE IT RESOLVED, by the Council of the City of Salisbury, that the Plan, dated May 2010, a copy of which, along with its amendments identified as Final Revisions, dated July 6, 2010, is attached hereto and incorporated by reference herein, be and is hereby adopted as the 2010 City of Salisbury Comprehensive Plan.

AND BE IT FURTHER RESOLVED that this Resolution be affixed to and be made a part of the 2010 Comprehensive Plan for the City of Salisbury.

THIS RESOLUTION was introduced, read and duly passed at a meeting of the Council of the City of Salisbury held on this 12th day of July, 2010.

ATTEST:


Kimberly R. Nichols
Assistant City Clerk


Louise Smith, President
Salisbury City Council

APPROVED BY ME THIS:

14th day of July, 2010


James Irelon, Jr., Mayor



City of Salisbury - Wicomico County

DEPARTMENT OF PLANNING, ZONING AND COMMUNITY DEVELOPMENT

P.O. BOX 870

125 NORTH DIVISION STREET, ROOM 203

SALISBURY, MARYLAND 21803-0870

410-548-4860

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JAMES IRETON, JR.
MAYOR

JOHN R. PICK
CITY ADMINISTRATOR

RICHARD M. POLLITT, JR.
COUNTY EXECUTIVE

THEODORE E. SHEA, II
DIRECTOR OF ADMINISTRATION

July 21, 2010

Mrs. Brenda Colegrove, City Clerk
City of Salisbury
125 N. Division Street
Salisbury, Maryland 21801

RE: City of Salisbury Comprehensive Plan Adoption.

Dear Mrs. Colegrove:

The Salisbury Planning & Zoning Commission at its July 15, 2010 meeting, **ADOPTED** the amended City of Salisbury Comprehensive Plan, dated May 2010, consistent with the Plan adopted by the Salisbury City Council on July 12, 2010.

If you have any questions concerning this matter, please don't hesitate to contact me at 410-548-4860.

Sincerely,

John F. Lenox, AICP
Secretary
Salisbury/Wicomico Planning & Zoning Commission

JFL:brt

MAYOR OF THE CITY OF SALISBURY

James Ireton, Jr.

SALISBURY CITY COUNCIL

Louise Smith, Council President
Gary Comegys, Council Vice President
Deborah S. Campbell
Terry E. Cohen
Eugenie (Shanie) P. Shields
John R. Pick, City Administrator

SALISBURY-WICOMICO COUNTY PLANNING COMMISSION

Charles R. "Chip" Dashiell, Jr., - Chair
Donald B. Bounds - Vice Chairman
Elder Glen Robinson
James W. Magill
Scott Rogers

City Council Representative - Gary Comegys
County Council Representative - Gail Bartkovich

**SALISBURY-WICOMICO COUNTY DEPARTMENT OF PLANNING,
ZONING AND COMMUNITY DEVELOPMENT STAFF**

John F. Lenox, Director
Lori A. Carter, Deputy Director

Keith D. Hall, Long-Range/Transportation Planner
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Melinda Lewis, Administrative Office Associate I

May 2010

City of Salisbury Planning Consultants





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CHAPTER 1: PLAN INTRODUCTION

THE HISTORY OF PLANNING IN SALISBURY

The Salisbury Region Plan, encompassing the area within a five mile radius of the City, was prepared in 1961. In 1975, the *Salisbury Region Plan* was revised and renamed *The Comprehensive Plan for the Salisbury Metropolitan Core (the Metro Core Plan)*. In 1997, an updated *Metro Core Plan* was adopted by the City of Salisbury and serves as the legal basis for planning and development activities within the City limits.

The City of Salisbury; however, has many unique issues and concerns that are best addressed in a Comprehensive Plan focused specifically on the City itself. This Comprehensive Plan for the City of Salisbury will address the specific needs of this growing City, while integrating a Municipal Growth Element aimed at guiding annexations and development on the City's periphery.

PLAN ELEMENTS

The City of Salisbury Comprehensive Plan is comprised of 10 major elements as well as the Introduction, Development Goals and Objectives, and the Community Profile elements:

1. **Sensitive Areas** – Planning to sustain current and protect future sensitive natural areas. In addition, this chapter contains the Mineral Resources Element.
2. **Water Resources** – Planning for the appropriate use and protection of groundwater and surface waters.
3. **Community Facilities** – Planning for the appropriate locations, types, and extent of public lands and facilities.
4. **Housing** – Planning for the appropriate housing to accommodate existing and future citizens of Salisbury.
5. **Historic and Cultural Resources** – Planning to restore and protect Salisbury's vital historic and cultural resources.
6. **Community and Economic Development** – Planning for livable communities and increased economic development in Salisbury.
7. **Transportation Plan** – Planning for the efficient movement of people and commodities by air, land, and water.
8. **Land Use** – Planning for the most appropriate future uses for land in the City.
9. **Municipal Growth** – Planning for potential growth areas and the future needs to annex those properties into the City.
10. **Implementation** – Tools to achieve the Plan.

These elements combine to create a balanced and efficient plan to guide the future growth of the City of Salisbury.

USE OF MAPS IN THIS PLAN

All maps provided as part of this Plan are general illustrations of City policies more specifically described in the text. While Geographic Information Systems (GIS) technology was used to render these maps, the precise borders shown may not always indicate the true or appropriate location of various boundaries.

LEGAL BASIS FOR PLANNING IN MARYLAND

The legal basis for planning in Salisbury and all other municipalities in Maryland is established by Article 66B of the Annotated Code of Maryland. One of the more important functions of this legislation is to define the requirements for the content, preparation, review of municipal Comprehensive Plans and adoption. Article 66B lists the elements that are required, as well as the optional elements for inclusion into a Comprehensive Plan. Periodically, this legislation is amended by the Maryland General Assembly to address important planning issues as they relate to Comprehensive Plans in Maryland including, but not limited to, the following legislation:

THE ECONOMIC GROWTH, RESOURCE PROTECTION, AND PLANNING ACT OF 1992

Commonly called the 1992 Planning Act, this legislation required that every Comprehensive Plan includes the seven Visions (modified to eight Visions in 2000 and to twelve in 2009) outlined in this legislation. It required the inclusion of a Sensitive Areas Element with the purpose of establishing policies for the protection of wetlands, stream buffers, and habitats of rare, threatened and endangered species. In addition, this legislation required that local governments review their Comprehensive Plans at least every six years and update them as necessary.

The Twelve Visions, outlined in Article 66B of the Annotated Code of Maryland, as amended, are the guiding principles for the development of the goals and objectives for all local Comprehensive Plans in Maryland, including the City of Salisbury Comprehensive Plan.

1. **Quality of Life and Sustainability:** A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment.
2. **Public Participation:** Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. **Growth Areas:** Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers.
4. **Community Design:** Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.
5. **Infrastructure:** Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.
6. **Transportation:** A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.
7. **Housing:** A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes.
8. **Economic Development:** Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged.
9. **Environmental Protection:** Land and water resources, including the Chesapeake Bay and Coastal Bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources.
10. **Resource Conservation:** Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.

11. **Stewardship:** Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with environmental protection.
12. **Implementation:** Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State, and interstate levels to achieve these visions.

HOUSE BILL 1141 (2006)

House Bill 1141 required that every municipality exercising planning and zoning authority to prepare and adopt two new Plan elements. The Municipal Growth Element (MGE) requires every municipality to define areas for future growth and assess the impact of that growth on community facilities and resources. Preparing this element is a prerequisite for future annexation after October 2009. The Water Resources Element (WRE) requires counties and municipalities to evaluate the impact of projected growth on the adequacy and availability of water resources sufficient to support water supplies and to address pollutant loads resulting from future growth. The WRE identifies potential constraints on future growth and recommends a pattern of growth that minimizes any negative impacts on the water resources.

SMART GREEN AND GROWING LEGISLATION (2009)

The Maryland General Assembly passed three planning related bills in the 2009 Session. Though no new elements are required, the legislation did expand the eight Visions to twelve Visions, which have been included in the beginning of this Chapter. In addition, the new legislation requires additional reporting requirements for certain local actions and requires mandatory training for members of Planning and Zoning Commissions and Board of Appeals. Also, the initiative redefines the term “consistency with local plans” as it relates to local actions including zoning, zoning appeals, water and sewer planning and the Chesapeake Bay Critical Areas Program.

The following related planning legislation does not necessarily amend Article 66B, but are relevant to this Comprehensive Plan. These include:

THE PLANNING ACT OF 1997

As part of the 1997 Smart Growth Initiatives, the Planning Act of 1997 legislation mandated that growth related projects be targeted to defined Priority Funding Areas (PFA). Many State programs of importance to local planning, including water and sewer funding, transportation funding, and housing and business development programs are targeted to those areas. Municipal boundaries as they existed in 1997 were automatically included as PFAs. In contrast, new areas annexed after October of 1998 had to meet certain requirements and had to be endorsed by local government to be included as a PFA. Newly annexed areas had to meet requirements of the State including: an average residential density of at least 3.5 housing units per acre; have existing or planned water and sewer services; and (since HB 1141 passed in 2006) based on an assessment of the amount of land needed to accommodate projected growth over a 20-year planning period. This last provision is consistent with the new planning requirements of the Municipal Growth Element.

HOUSE BILL 1160 (2006)

The Workforce Housing Grant Program provides flexible capital funds for the development costs of workforce housing for qualifying jurisdictions. One of the requirements is that the jurisdiction has in place either a Consolidated Plan approved by the Department of Housing and Urban Development (HUD) or a Comprehensive Plan with a Workforce Housing Element. As a qualifying “Entitlement Community”, the City of Salisbury has a Consolidated Plan in place. Nevertheless, in a commitment to

demonstrate the importance of this issue, the City has included a Housing element in the Plan that includes goals, objectives and policies to develop and preserve workforce housing.

LIVING SHORELINE PROTECTION ACT OF 2008

The Maryland Commission on Climate Change has recommended that the State begin to actively address the impacts on the natural environment of shoreline erosion induced by sea level rise. This legislation defines non-structural efforts described as “Living Shorelines” as the preferred method of shore protection as they trap sediment, filter pollution, and provide important aquatic and terrestrial habitat. The Comprehensive Plan has two elements (Sensitive Areas and WRE) that include policies to preserve stream and shoreline buffers.

ANNEXATION PROCEDURES

The Five-Year Rule

There have been two changes to the five-year rule as it applies to newly annexed areas. First, the rule would be applied only based on zoning. In the past, the five-year rule could be applied whenever a proposed new zoning classification was substantially different from the use envisioned in the current adopted comprehensive plan. The reference to the comprehensive plan has been removed and the issue becomes the degree of change from the current county zoning classification to the proposed municipal zoning classification following the annexation.

When the zoning change is from one residential zone to another, “substantially different” is now defined as a density change. The five-year rule is applied for a density change that is more dense by at least 50 percent. For example, the current zoning permits one unit per acre, the new zoning can be subject to the five-year rule if it permits anything more than 1.5 units per acre, which is a 50 percent increase in density.

The policy remains unchanged with respect to the municipality requesting a waiver from the county to avoid the five-year wait until the new zoning classification begins.

Annexation Plans Required

An annexation plan is required that replaces the outline for extension of services and public facilities prior to the public hearing for an annexation proposal. This section contains no additional language for the content of the annexation plan to be adopted, but it does require consistency with the Municipal Growth Element for any annexations that begin after October 1, 2009, (unless extended for up to 2 six-month periods in the event that an MGE has not been adopted) at least 30 days prior to the public hearing. The Maryland Department of Planning (MDP) is specifically mentioned here, and may require that MDP institute a more formal mechanism for tracking and reviewing the annexation plans.

CITIZEN PARTICIPATION AND OUTREACH

As a part of the Comprehensive Planning process, the City of Salisbury held a series of Community Workshops to gather input from the general public on the City’s new Comprehensive Plan. The project team also organized Strengths, Weaknesses, Opportunities and Threats Analysis (SWOT) with key City staff and the Salisbury-Wicomico Planning & Zoning Commission. Other outreach efforts included: administering a public opinion survey hosted on the City website in an effort to reach out to a greater number of citizens; one-on-one meetings with community stakeholders; meeting with the Mayor’s Neighborhood Roundtable; and appearing on the Mayor’s weekly radio talk-show.

Community Workshops

The first community workshop for the City of Salisbury Comprehensive Plan was held on Wednesday, October 15, 2008, at the Salisbury Fire Headquarters, Station 16. The purpose of this meeting was to introduce citizens to the requirements of the new Comprehensive Plan and its associated elements. Various issues were identified within the City by the participants and possible solutions were analyzed. For the purpose of gaining insight about the issues facing our citizens the workshop was divided into six (6) major themes including: neighborhood assessment; methods to promote a prominent identity for the City; possible areas of future annexations; economic development opportunities; transportation issues; and town/gown issues between the City and Salisbury University. This workshop provided the community a platform to express its concerns about the issues facing our residents on a daily basis as well as suggested possible solutions to its concerns. Based on the input received for each topic, some of the major issues identified include:

- Discourage the conversion of existing single family residences into apartments;
- Reduce crime by promoting the use of police substations in the neighborhoods;
- Strengthen the Central Business District/Downtown area by promoting a variety of mixed uses;
- Rationalize/smooth the City boundaries;
- Provide economic incentives to retain existing businesses as well as attract new businesses to locate within the City boundaries;
- Provide hiker/biker trails that will connect the neighborhoods, thus creating a network of trails to promote a reduction in auto usage; and
- Continue to strengthen the relationship between the City and Salisbury University.

As a follow-up to the first community workshop, the City hosted a neighborhood workshop that was held on November 13, 2008 at the Salisbury Fire Headquarters, Station 16. The outcomes of the first community workshop were presented to the public, focusing on a specific analysis of results City-wide and by census tract. Participants evaluated the pre-defined planning areas of the City on the basis of a list of the characteristics of a successful neighborhood extracted from the 1997 *Metro Core Plan* including:

- A clear, simple street pattern that enables people to easily find their way around;
- A coordinated system of open space, parks and trails, with a neighborhood park within walking distance or a short ride to all residences;
- A readily accessible elementary school;
- Neighborhood centers within walking distance or a short ride of most residents; and
- Diverse housing types that accommodate varying income levels, household sizes, and lifestyles.

Strengths, Weaknesses, Opportunities, and Threats Analysis

The project team conducted a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis meeting at the Government Office Building in downtown Salisbury on October 17, 2008. The Salisbury-Wicomico Planning & Zoning Commission and key City staff participated in the half-day workshop. The SWOT analysis was conducted in two parts. The first part involved defining neighborhoods of the City of Salisbury. The second part was focused on an analysis of key issues in order to identify the strengths and weaknesses of the City and to discuss new opportunities and potential challenges. This meeting provided valuable information on:

- the City's *strengths*: Unique resources it can draw on;

- the City's *weaknesses*: Areas in which it can do better and areas in which it has fewer resources than others;
- future *opportunities*: Regional and local trends that it can take advantage of; and
- potential *threats*: Regional and local trends that might have an adverse effect on the City.

Public Opinion Survey

During the course of preparing the City of Salisbury Comprehensive Plan, two internet surveys have been administered in an effort to gather public participation. An initial web-based public opinion survey was conducted to reach out to citizens in an effort to provide our community citizens another opportunity to express their concerns, opinions and provide possible solutions to specific issues. The information gathered from the survey ranged from preferred growth scenarios to the condition of existing community facilities and areas that need improvements. As a follow-up to the initial survey, the City prepared another survey for the purpose of evaluating the draft City of Salisbury Comprehensive Plan. Overall, the two surveys were extremely useful as they both provided a method to learn more about the concerns of our citizens as well as a gauge to evaluate the draft plan to ensure it reflects the vision of our citizens as it relates to this planning document.

CONSOLIDATED PLAN

During the preparation of this Plan, the City of Salisbury, Department of Community Development, updated the Consolidated Plan (CDBG PY 2009 – 2013). The purpose of the Consolidated Plan is to direct the use of community development and affordable housing resources. In addition to the public participation efforts associated with this Plan, the City conducted extensive outreach efforts throughout the preparation of the Consolidated Plan.

The City followed an adopted citizen participation plan that focused on encouraging citizens to participate, particularly low and moderate – income residents; and to provide citizens timely and reasonable access to meetings and information. The outreach plan was designed to achieve maximum participation from public agencies, non-profit organizations, neighborhood associations and advocates, local ministry groups and most importantly the public. This tapestry of community stakeholders ensured that those most affected by the City's community planning and development programs would be involved in the process.

In an effort to obtain the highest degree of community involvement, the City utilized a variety of outreach techniques including a needs survey, attended meetings with many private and public organizations, conducted a community workshop and held a public hearing to receive public comments. The focus of these outreach efforts were to obtain information about homelessness, economic development, public services and facilities, and housing for persons with special needs. From this extensive public participation program, the City updated the Consolidated Plan based on current information and needs. The Consolidated Plan provided a wealth of information that has been included in various sections of this Plan, especially the Housing chapter.

NEIGHBORHOODS AND PLANNING AREAS

Like any community of similar size, the City of Salisbury is comprised of neighborhoods and identifiable business districts. The quality of a neighborhood is determined by the cumulative impact of the community's housing supply and living environment. It is crucial to promote the availability and affordability of decent, safe, and sanitary housing in order to improve quality of life and form a vibrant community. Good, quality housing is the foundation of stable, livable communities.

City of Salisbury Comprehensive Plan

For the purposes of this Comprehensive Plan, the neighborhoods within the City have been divided into eight planning areas each with similar neighborhood characteristics and community development needs. The planning areas shown in **Map 1-1** and described below have been used for study purposes only and are not meant to suggest creating either sub-planning areas in the City or revised service areas.

Planning Area 1

Planning Area One includes downtown Salisbury and portions of the East Prong Riverwalk, as well as Peninsula Regional Medical Center (PRMC). The mix of uses is largely commercial and institutional with a concentration of government buildings, and includes a small residential area located around Vine and Center Streets. This area is largely built-out and includes the majority of the Downtown Historic District and Central Business District.

Planning Area 2

Planning Area Two encompasses the southern portion of the core of Salisbury. This area combines Camden Heights, Mid-Camden, Oak Hill, Pinehurst, Clairmont, Presidents Area, Prince Street Area, Princeton Avenue Area, and part of the Salisbury Park. The Camden Historic District is entirely within this planning area. Planning Area Two is largely residential, with a full range of housing densities: medium to high. There is a substantial commercial area in the middle of the planning area, along U.S. Route 13.

Planning Area 3

Planning Area Three includes many of the established neighborhoods north of U.S. Route 50 and Planning Area One. These neighborhoods include Westside, Newtown, Johnson's Lake, London Boston Area, Emerson Heights, Doverdale, Church Street Area, Glen Haven, Holland Avenue Area, East Main Street Area, and Moss Hill Area. The area has a mix of uses with medium-density housing and commercial uses being the most prevalent. It is also home to the Newtown Historic District. In addition to the mix of residential uses, the area contains a well established commercial district along U.S. Route 50 and U.S. Route 13.

Planning Area 4

This area lies to the west of the Wicomico River, southwest of the downtown core, and includes small portion of the Downtown Historic District. Planning Area Four is a periphery area farther from downtown and should help define the outer ring of the city-centric concept. This Planning Area includes the Harbor Pointe Planned Residential Development, as well as Pemberton and Waterside Apartments. The predominant land use is residential in the areas closer to Planning Area Two, with some industrial and commercial development along the waterfront and farm and forest land farther out.

Planning Area 5

Planning Area Five is a large area that spans south and east of Planning Area Two. Neighborhoods in this area include University Park, Canal Woods, Villages of Tony Tank, Eireann Mohr, Onley Road Area, Tamarac Village, Beaglin Park/College Lane, Schumaker Manor, Mallard Landing, Schumaker Woods, Spring Chase, Schumaker Glen, Stone Gate, Viewfield, and Granbys Cove. This periphery area is largely residential with some established commercial, institutional, and cropland uses. Bennett Middle, Bennett High and Parkside High Schools are located inside the City in this area. This area is highly fragmented by large areas that remain in the County including the Wicomico County Youth & Civic Center and Wicomico High School.

Planning Area 6

Planning Area Six includes the neighborhood of Brittingham Square. This area is predominately adjacent to the north side of U.S. Route 50, and consists of business and institutional uses, as well as some limited residentially developed land. Cropland is another primary land use within this delineated area.



Planning Area 7

To the north of Planning Area Three and the established sections of Salisbury is Planning Area Seven. This area is largely industrial and includes The Center at Salisbury Mall and a variety of nearby commercial uses. It houses a large planned industrial section, Northwood Industrial Park, and adjacent commercial opportunities. This area does not include any established large residential neighborhoods; however, there are some small residential areas on the periphery and some approved residential subdivisions. Because this area is a northern periphery of the existing City boundary, there are also some adjacent cropland and forest uses.

Planning Area 8

Planning Area Eight includes an area annexed for a business/commerce park, as well as single and multi-family housing. This area lies to the northwest of the downtown core of Salisbury and is comprised of two planned developments. The current land uses include the Sassafras Meadows residential development, as well as several developed sites in the Westwood Commerce Park. Undeveloped areas are cropland and deciduous, evergreen and mixed forests.

CHAPTER 2: DEVELOPMENT GOALS & OBJECTIVES

INTRODUCTION

How the City of Salisbury grows is an essential indicator to whether it will continue to be a livable community and the role it plays in the continued growth and development of the metropolitan region, as well as the County as a whole. The creation of a desirable, attractive city takes more than well designed buildings and attractive landscaping of open and common use spaces. It is far broader, going to the heart of how the various pieces of this community make up its structure and defines how they interact. The City of Salisbury Comprehensive Plan and its implementation strive to continue to promote the development of a livable community, which benefits the residents, but also provides a growth center for Wicomico County.

A livable community is one that has affordable and appropriate housing types for all needs, supportive community features and services, adequate transportation features, which together provide a quality of life desired by many. The design of our streets, the location and character of our commercial centers, parks, and open spaces are integral to the overall quality of life in our community.

A major objective of this Comprehensive Plan is to ensure that future development should be done in a manner that reinforces the City's identity and implements the visions included in this Plan, as well as reinforces the mission statement, core values, and the Comprehensive Plan goals and objectives. Future development is encouraged to reinforce the historic and architectural influences that Salisbury is known for, while at the same time, it can be expected that some significant changes will occur that will improve the livability of the residents.

MISSION STATEMENT

The City of Salisbury exists to ensure the highest possible quality of life for our citizens. In partnership with our citizens and employees, we will provide safe, livable, and diverse neighborhoods. We will deliver efficient and effective municipal services at a high level of customer satisfaction. We will ensure that our infrastructure and services support our residents and businesses. The City of Salisbury will emphasize protecting and enhancing the environment.

CORE VALUES

- **Accountability** – We accept responsibility for our personal and organizational decisions and actions.
- **Continuous Improvement** – We provide the highest quality service with the resources available by promoting innovation and flexibility to meet the changing needs in the community.
- **Diversity** – We embrace differences and variety in our workforce and community.
- **Environment** – We are concerned about our natural, historic, economic and aesthetic resources and endeavor to enhance their sustainability for future generations.
- **Ethics** – We set high standards for our personal, professional, and organizational conduct and act with integrity as we strive to achieve our mission.
- **Respect** – We are honest and treat our coworkers and the public with courtesy and dignity.
- **Safety** – We use education, prevention, and enforcement methods to protect life and property in our business and residential neighborhoods, and maintain our infrastructure and facilities to provide a safe environment in which to live, work, shop and play.

- **Teamwork** – We work together to plan, develop recommendations, deliver services and openly communicate with the public and each other by soliciting feedback and sharing information to achieve our goals.
- **Trust** – We realize the perception of our organization is dependent upon the public’s confidence in our commitment in our core values and to meeting the goals set collectively by the Mayor and City Council.

VISION STATEMENT

The City of Salisbury will remain the medical, educational, cultural, and economic center of the Eastern Shore. Our commitment to excellence, innovation and service, combined with sound fiscal management, will ensure Salisbury’s future as a safe, vibrant, and healthy community.

GOALS

For the purpose of this Comprehensive Plan, goals articulate the vision by setting the direction for the City of Salisbury as it changes over time. These goals will provide a balanced, sustainable, environmentally sound, and financially secure City where existing and new residents can continue to thrive.

- To use open space, pedestrian and street corridors to strengthen connections between residential neighborhoods, the downtown and employment areas.
- To provide for the appropriate use of limited land resources in the City of Salisbury in an orderly and controlled manner to grow and develop according to the specific needs of the City.
- To promote a compact development pattern and to grow in an orderly and controlled manner that enhances sustainability and provides a livable community.
- To pursue infill annexation opportunities while assuring that future growth does not outpace available public facilities.

OBJECTIVES

Objectives provide the framework to reach the City of Salisbury’s goals. For Salisbury, the objectives work to ensure orderly and efficient growth while balancing the welfare of its residents.

- Provide a clear direction for growth in the City, as well as the associated infrastructure and facilities necessary to support future growth and development.
- Redevelop underutilized areas in the City in an appropriate manner for the benefit of existing and future residents, while encouraging responsible and sustainable new development in appropriate areas.
- Provide a comprehensive, balanced transportation system for the safe, convenient, and efficient movement of people, goods, and services among places of residence, employment, shopping and recreation throughout the City.
- Strengthen Main Street and the Downtown Corridor to encourage continued commercial growth while also utilizing valuable resources outside of the Downtown.
- Promote Salisbury as the urban center of the Delmarva Peninsula by creating opportunities to expand into new tourism markets and enhancing existing tourism markets, such as interconnecting the existing hiking and biking trails through the City.
- Provide a variety of public-accessible open space areas and recreational facilities.
- Protect and restore historically- and culturally-significant places throughout Salisbury.

City of Salisbury Comprehensive Plan



- Improve the quality of housing while offering a variety of housing types in the City to meet different income needs.
- Streamline the annexation process to reduce conflict between the City and Wicomico County, establish clear boundaries between Salisbury and the surrounding jurisdictions and to update annexation plans as necessary.
- Preserve and conserve the valuable natural resource lands and other sensitive areas in the City to improve the quality of the resource.



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CHAPTER 3: COMMUNITY PROFILE

LOCATION

Salisbury is centrally located on the lower Eastern Shore of Maryland, just 30 minutes west of Ocean City and two hours south of Baltimore and is served by two major highways - U.S. Route 13, a major north-south route of the Delmarva Peninsula, and U.S. Route 50, a major east-west route on the peninsula. The City is located in close proximity to several major U.S. cities including; Baltimore (106 miles); Washington, DC (119 miles); Philadelphia (128 miles); Norfolk (132 miles); Dover (50 miles); and Wilmington (96 miles). **See Map 3-1**

HISTORY

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.

COMMUNITY CHARACTERISTICS

Historic Population Growth & Future Population Projections

The 1970 Census counted 15,252 people residing within the boundaries of the City as indicated in **Table 3-1**. By 1980, Salisbury grew to a population of 16,429 people, an increase of 7.7 percent 1,177 persons. The population of Salisbury greatly 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. According to the U.S. Census Bureau, American Community Survey (2005 – 2007), the City's population continues to grow, which is currently estimated to be 25,794 people, an increase of 9 percent since the 2000 Census.

The City of Salisbury, like the County, has been experiencing a moderate increase of growth over the past 30 years. The City is growing at a rate of 1.9 percent, or 283 persons, per year and has maintained its overall percentage of the County's population at approximately 28 percent of the total County population from 1970 to 2000. The population growth that occurred in the City from 1970 to 2000 is comparable to

the other municipalities within the Metro Core (City of Fruitland and the Town of Delmar, MD) with respect to the overall percentage of population growth, as well as their percentage of annual growth. During this time frame, the population of Salisbury grew by a total of 56 percent, which represents an additional 8,491 residents. In comparison, the City of Fruitland has experienced a slightly higher percentage of growth at 63 percent increase in population, an annual growth rate of 2.1 percent, or 49 persons. Of the three municipalities located inside the Metro Core, the Town of Delmar, MD has encountered the largest overall increase in population as it relates to the overall percentage of growth from 1970 to 2000. The Town of Delmar has experienced an annual growth rate of 2.4 percent, or 29 persons. Overall, the Town’s population has grown 73 percent or 864 persons from 1970 to 2000. Based on past population trends, it should be anticipated that the City of Salisbury will continue to grow over the next thirty years because of the desirable quality of life and the numerous amenities in this area such as a close proximity to ocean resorts, major academic institutions, and a regional medical facility.

Based on trends found in historic data sets, it is possible to estimate future population figures. However, it is important to remember the best projections provide only an estimate of future population increases. In addition, population projections tend to decrease in accuracy in the out years.

TABLE 3-1: WICOMICO COUNTY & MUNICIPALITIES POPULATION STATISTICS

	1970	1980	1990	2000	% Change 1970 - 2000	2010	2020	2030	% Change 2010 - 2030
Salisbury	15,252	16,429	20,592	23,743	56%	28,925	34,490	40,085	39%
Delmar	1,191	1,232	1,937	2,055	73%	3,580	4,155	4,975	39%
Fruitland	2,315	2,694	3,511	3,774	63%	4,950	6,100	7,300	20%
Hebron	705	714	655	844	20%	975	1,225	1,575	38%
Mardela	356	320	360	364	2%	412	473	542	32%
Pittsville	477	519	602	1,182	148%	1,330	1,490	1,625	22%
Sharptown	660	654	609	649	-2%	725	800	900	24%
Willards	494	540	708	940	90%	1,050	1,260	1,490	42%
Wicomico	54,236	64,540	74,339	84,644	56%	95,150	106,450	117,450	23%

Source: 2009 Draft Wicomico County Water and Sewer Plan, 2009 City of Fruitland Comprehensive Plan, 2008 Town of Willards Comprehensive Plan, 2008 Town of Sharptown Comprehensive Plan, 2004 Draft Wicomico County Groundwater Protection Report, 2006 TischlerBise Impact Fee Study for Salisbury MD and the Maryland Department of Planning Municipal Population Projection

This Plan utilizes City of Salisbury projections that have been developed by TischlerBise consulting firm, which were prepared as part of a recently completed Impact Fee report. As previously mentioned, the City of Salisbury and Wicomico County should expect increases in population over the lifespan of this Plan, which extends to 2030. The population of the City is projected to increase to 40,085 people by the year 2030 (**Table 3-2**), which is an increase of approximately 39 percent or 11,160 persons over the projected total population in 2010.

In addition to the increase in population, this Plan emphasizes the expanded role of the City as it relates to accounting for a larger share of the overall County population. This increase of the City’s overall proportion of the County population is consistent with Smart Growth principles. In fact, a major goal of this Plan is to encourage future populations to locate in areas with existing or planned services such as water and sewer. Based on the increase of the proportions of the County’s population, this Plan projects the City population in 2030 will represent 34 percent of the County’s projected population of 117,450 in 2030. As a result, the projections for the City represent an annual growth rate of 1.1 percent or 558 persons from 2010 to 2030. It is important to note the projections used in this Plan are slightly higher than municipal projections prepared by the Maryland Department of Planning. In part, the difference in projections is a result of different methodologies used to project future populations at a municipal level.



From 1970 to 2000, the City population accounted for approximately 28 percent of Wicomico County's total population. By 2030, it is estimated the City will account for approximately 34 percent of the projected County population of 117,450. In part, this increase of percentage of County population can be attributed to future annexations, as well as the County Land Use Plan, which encourages growth into designated growth areas.

TABLE 3-2: WICOMICO COUNTY & SALISBURY POPULATION STATISTICS

Year	Salisbury	% of County	County
1970	15,252	28%	54,236
1980	16,429	25%	64,540
1990	20,592	28%	74,339
2000	23,743	28%	84,644
2010	28,925	30%	95,150
2020	34,490	32%	106,450
2030	40,085	34%	117,550

Source: 2006 TischlerBise Impact Fee Study for Salisbury, MD and the Maryland Department of Planning, County Population Projections (2009)

General Demographics: Race, Gender & Ethnicity

Table 3-3 consists of data collected and compiled by the U.S Census 2000, 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.

Salisbury's population is more racially diverse than either the State or the County. According to the 2000 Census, the City of Salisbury is comprised of a population that is approximately 60 percent white, 32 percent black and 5 percent of another race. In comparison, the County population reflects a predominantly white community with approximately 73 percent white, 23 percent black, 3 percent identified as another race and 1 percent of two or more races. Although the City is more racially diverse than the County or the State, the overall racial composition of the three jurisdictions is comparable.

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 2000, 3.4 percent or 806 residents of Salisbury were of Hispanic or Latino origins. Although this is a relatively low overall percentage of City residents, it is a dramatic increase since the 1990 Census. Based on the 1990 Census, 1.2 percent of the 20,592 residents of Salisbury were of Hispanic or Latino origin. During the 1990s the City's Hispanic or Latino origin population nearly tripled. This trend is occurring across the nation and is not exclusive to Salisbury.

The City's population is approximately 53 percent female and 47 percent male. Overall, the distribution of females and males is equivalent to the County and State percentages.

**TABLE 3-3: CITY OF SALISBURY
GENDER, RACE AND ETHNICITY (2000)**

	Salisbury	Wicomico	Maryland
Total Population	23,743	84,644	5,296,486
Gender			
Female	12,681 (53.4%)	44,309 (52.3%)	2,738,692 (51.7%)
Male	11,062 (46.6%)	40,335 (47.7%)	2,557,794 (48.3%)
Race			
White	14,414 (60.7%)	61,438 (72.7%)	3,391,308 (64.0%)
Black	7,673 (32.3%)	19,717 (23.3%)	1,477,411 (27.9%)
Other	1,166 (4.9%)	2,359 (2.7%)	324,180 (6.1%)
Two or more races	490 (2.1%)	1,130 (1.3%)	103,587 (2.0%)
Hispanic Origin			
Hispanic	806 (3.4%)	1,842 (2.2%)	227,916 (4.3%)
Not Hispanic	22,937 (96.6%)	82,802 (97.8%)	5,068,570 (95.7%)

Source: U.S. Census Bureau (2000)

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.

The City’s age composition is comparable to the County with the exceptions of the City has a lower median age, as well as a larger percentage of residents between 15 to 24 years of age. **Table 3-4** depicts the disproportionate percentage of residents in the City and County between the ages of 15 -24, which most likely can be attributed to students attending Salisbury University.

TABLE 3-4: CITY OF SALISBURY - POPULATION BY AGE (2000)

	Salisbury	Salisbury Percent	County	County Percent
Total Population	23,744	100.0	84,644	100.0
Under 5	1,471	6.2	5,371	6.3
5 to 9 Years	1,477	6.2	5,930	7.0
10 to 14 Years	1,374	5.8	6,083	7.2
15 to 19 Years	2,545	10.7	6,826	8.1
20 to 24 Years	3,486	14.7	6,808	8.0
25 to 34 Years	3,194	13.5	10,364	12.2
35 to 44 Years	3,203	13.5	13,378	15.8
45 to 54 Years	2,494	10.5	11,605	13.7
55 to 59 Years	904	3.8	4,315	5.1
60 to 64 Years	633	2.7	3,195	3.8
65 to 74 Years	1,437	6.1	5,892	7.0
75 to 84 Years	1,110	4.7	3,742	4.4
85 Years & Over	415	1.7	1,189	1.4
Median Age	29.4	(X)	35.8	(X)

Source: U.S. Census Bureau (2000)

Education

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 age 25 or older: 76 percent have at least obtained a high school diploma and 26.3 percent have an Associate degree or higher. See **Table 3-5**. Salisbury and Wicomico County have comparable educational attainment figures, especially as it relates to persons with some level of college degree. The presence of three major colleges within a 15 minute commute of the City provides residents an opportunity to pursue a college degree.

TABLE 3-5: CITY OF SALISBURY - EDUCATIONAL ATTAINMENT (2000)

	Salisbury	Salisbury Percent	County	County Percent
Population 25 years and older	13,512	100.0	53,521	100.0
Less than 9th grade	933	6.9	3,190	6.0
9th to 12th grade, no diploma	2,252	16.7	7,149	13.4
High school graduate (incl. equivalency)	4,213	31.2	18,396	34.4
Some college credit, no degree	2,554	18.9	10,376	19.4
Associate degree	704	5.2	2,692	5.0
Bachelor’s degree	1,694	12.5	7,326	13.7
Graduate or professional degree	1,162	8.6	4,392	8.2

Source: U.S. Census Bureau (2000)

Labor Force & Employment

Labor force is the term used to describe those available for work and living in a given community that are 16 years of age or older. According to the 2000 Census, the City has 19,518 residents that are 16 years of age or older. Of which, 12,385 residents or 63.5 percent of the 16 and older population are considered to be in the combined civilian and armed forces labor force. This labor force is overwhelmingly comprised of employed persons, which account for 57.9 percent of the 16 and older population. Unemployment among this work force is at 5.2 percent. City residents in the armed forces account for 0.3 percent. The City labor force accounts for 27.6 percent of the overall County labor force. The County has a slightly larger percent of its residents 16 years of age and older in the labor force. Additionally, the County experiences a slightly lower unemployment in comparison to the City. **Table 3-6** provides a more detailed breakdown of the labor force skills available in Salisbury.

TABLE 3-6: CITY OF SALISBURY - EMPLOYMENT STATISTICS (2000)

	Salisbury	Salisbury Percent	County	County Percent
Persons 16 years of age and older in labor force	12,385	63.5	44,815	67.7
Employed persons	11,310	57.9	42,211	63.8
Unemployed persons	1,011	5.2	2,472	3.7
Not in labor force	7,133	36.5	21,392	32.3
Armed forces	64	0.3	132	0.2

Source: U.S. Census Bureau (2000)

Table 3-7 represents the various types of industries, both inside and outside of the corporate limits of Salisbury, which are employing the City’s labor force. The primary sources of employment include: educational, health and social services (25.7 percent); arts, entertainment and recreation (13.6 percent); manufacturing (13.4 percent); and retail trade (11.4 percent). In comparison, the primary sources of employment in the County include: educational, health and social services (24.1 percent); manufacturing (14.5 percent); and retail trade (12.3 percent).

TABLE 3-7: CITY OF SALISBURY - INDUSTRY EMPLOYING CITY RESIDENTS (2000)

	Salisbury	Salisbury Percent	County	County Percent
Agriculture, forestry, fisheries & mining	93	0.8	937	2.2
Construction	687	6.1	3,046	7.2
Manufacturing	1,513	13.4	6,130	14.5
Wholesale trade	350	3.1	1,617	3.8
Retail trade	1,267	11.2	5,211	12.3
Transportation, warehousing & utilities	388	3.4	1,823	4.3
Information	379	3.4	1,095	2.6
Finance, insurance and real estate	428	3.8	1,907	4.5
Professional, scientific, management, administrative & waste management	696	6.2	2,437	5.8
Educational, health & social services	2,909	25.7	10,167	24.1
Arts, entertainment & recreation	1,543	13.6	3,612	8.6
Other services	568	5.0	1,866	4.4
Public administration	489	4.3	2,354	5.6

Source: U.S. Census Bureau (2000)

In addition to employment status and industry characteristics, the U.S. Census Bureau collects information about the specific occupations of the labor force. **Table 3-8** reflects the service oriented nature of the City’s economy with 75.9 percent or 8,585 residents employed in management, service, sales and office occupations. The remaining 24.1 percent 2,734 residents are employed in farming, fishing, forestry, construction, manufacturing, and producing or moving goods. The City and County have the same overall distribution of the labor force for each specific occupation.

TABLE 3-8: CITY OF SALISBURY - OCCUPATION CHARACTERISTICS (2000)

	Salisbury	Salisbury Percent	County	County Percent
Management, professional & related	3,253	28.8	13,020	30.8
Service	2,589	22.9	7,271	17.2
Sales & office	2,743	24.2	11,267	26.7
Farming, fishing & forestry	75	0.7	383	0.9
Construction, extraction, maintenance & repair	858	7.6	4,222	10.0
Production, transportation & material moving	1,801	15.9	6,048	14.3

Source: U.S. Census Bureau (2000)

Commuting to Work

Table 3-9 represents the method of travel to work and the average travel time for the City and County labor force. According to the 2000 Census, approximately 70 percent of City residents drove alone to work using a car, truck or van as their source of transportation and 15 percent carpooled to their place of employment. The remaining 14 percent relied on public transportation (3 percent), walked (6 percent), had other means (2.1 percent), or worked from home (2.9 percent). As anticipated, the percentages between the City and County are similar with exception of the labor force community traveling to work by either walking or taking public transportation. Therefore, the County workforce has a slightly higher percentage of its labor force driving to work. The mean travel time to work for the City and County is 19 minutes and 21 minutes, respectively.



TABLE 3-9: CITY OF SALISBURY -COMMUTE TO WORK CHARACTERISTICS (2000)

	Salisbury	Salisbury Percent	County	County Percent
Drove alone	7,848	70.4	32,808	78.8
Carpooled	1,730	15.5	5,173	12.4
Public Transportation	338	3.0	664	1.6
Walked	665	6.0	1,048	2.5
Other Means	236	2.1	481	1.2
Worked at home	326	2.9	1,447	3.5
Mean travel time to work (Minutes)	19.0	(X)	20.9	(X)

Source: U.S. Census Bureau (2000)

Income

The median household income for the City of Salisbury and Wicomico County are shown in **Table 3-10**. The median household income for the residents of Salisbury is 25 percent or \$9,844 less than the County. Approximately 23 percent of households in the City have an income less than \$14,999. Over 67 percent of households had an income between \$15,000 and \$74,999, while the remaining 10.2 percent of households in the City had an income over \$75,000. The City had 23.1 percent of households with an income less than \$14,999, which is 6.7 percentage points higher than the County median household income. Similar to the City, 66 percent of County households have an income between \$15,000 and \$74,999; however, the County experiences a 7 percentage point advantage over the City with respect to households with an income over \$75,000.

TABLE 3-10: CITY OF SALISBURY – MEDIAN HOUSEHOLD INCOME (2000)

	Salisbury	Salisbury Percent	County	County Percent
Less than \$10,000	1,251	13.5	2,886	9.0
\$10,000 to \$14,999	877	9.6	2,387	7.4
\$15,000 to \$24,999	1,830	19.8	4,770	14.8
\$25,000 to \$34,999	1,521	16.5	4,451	13.8
\$35,000 to \$49,999	1,602	17.4	5,780	17.9
\$50,000 to \$74,999	1,203	13.0	6,349	19.7
\$75,000 to \$99,999	432	4.7	2,914	9.0
\$100,000 to \$149,999	384	4.2	1,809	5.6
\$150,000 to \$199,999	57	0.6	456	1.4
\$200,000 or more	66	0.7	429	1.3
Median Household income (dollars)	29,191	(X)	39,035	(X)

Source: U.S. Census Bureau (2000)

Housing Trends & Projections

The City of Salisbury had 5,267 housing units in 1970 and 9,612 housing units in 2000, according to the US Census Bureau, showing an increase of 82 percent or 4,345 housing units. By 2030, it is projected the City will be comprised of approximately 15,400 housing units, 190 percent increase above the 1970 figure and 70 percent above the 2000 figure. In 1970, the housing units in Salisbury comprised 31 percent of the total housing units in Wicomico County. In 2000, that percentage decreased to 30 percent of the 32,218 housing units in the County, but based on the projections contained in **Table 3-11** the percentage will increase to 32 percent of County’s total housing units figure by 2030.

Similar to a previous discussion about the discrepancies between the population projections contained in this Plan and the projections prepared by the Maryland Department of Planning, this Plan contains population, as well as housing projections that are slightly higher than the State's.

TABLE 3-11: SALISBURY & WICOMICO COUNTY HOUSING UNIT STATISTICS

Year	Salisbury	County	% of County
1970	5,267	17,170	31%
1980	6,543	22,876	29%
1990	8,746	27,772	31%
2000	9,612	32,218	30%
2010	10,893	37,100	29%
2020	13,080	42,275	31%
2030	15,400	47,550	32%

Source: U.S. Census Bureau (2000), and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Salisbury's housing tenure is of a significantly different composition than the owner occupied versus renter-occupied status of Wicomico County. Overall, the City experiences a considerably higher renter-occupancy rate than the County as indicated in **Table 3-12**. Over the past 30 years the City's percentage of renter occupied housing units has increased from 47 percent in 1970 to 62 percent in 2000, which is an increase of 127 percent of renter occupied housing units. In comparison, the County experiences a larger share of owner-occupied housing units. From 1970 to 2000, the County averaged a relatively constant rate of 32 percent renter-occupied housing. Because of its close proximity to existing and planned services, regional hospital, and academic institutions it should be anticipated that the City would experience a slightly higher rate of renter-occupied housing units. This trend of increasingly higher rates of renter-occupied units should be monitored closely to reduce the potential for significant increases of additional renter-occupied units and the City will continue to explore new opportunities to increase homeownership opportunities.

TABLE 3-12: SALISBURY & WICOMICO COUNTY OWNERSHIP AND RENTER OCCUPIED HOUSING STATUS

Year	Salisbury		Wicomico	
	Owner-Occupied	Renter-Occupied	Owner-Occupied	Renter-Occupied
1970	2,789 (53%)	2,484 (47%)	11,705 (68%)	5,478 (32%)
1980	3,179 (49%)	3,288 (51%)	15,876 (70%)	6,826 (30%)
1990	3,273 (40%)	4,896 (60%)	18,535 (67%)	9,237 (33%)
2000	3,427 (38%)	5,634 (62%)	21,419 (66%)	10,799 (34%)

Source: U.S. Census Bureau (2000), and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Table 3-13 depicts the median housing values for the City of Salisbury and Wicomico County. Similar to the national trends of property values escalating during the past ten years, the City of Salisbury and Wicomico County have encountered significant increases of the median value of owner-occupied housing units. From 1970 to 2000, the median value of a housing unit has increased from \$13,800 to \$81,700, which is an increase of 492 percent. When compared to the County, the City has traditionally experienced a lower median value of housing units, approximately 11 percent, partially because homes in the County tend to be on larger lots and have more square footage per home.



**TABLE 3-13: SALISBURY & WICOMICO COUNTY
MEDIAN VALUE of SPECIFIED OWNER-OCCUPIED HOUSING**

Year	Salisbury	Salisbury % Increase	Wicomico County	Wicomico % Increase	Salisbury to Wicomico Median Value % Difference
1970	\$13,800	(X)	\$13,700	(X)	+1%
1980	\$34,197	148%	\$38,629	181%	-11%
1990	\$64,300	88%	\$71,100	84%	-10%
2000	\$81,700	27%	\$94,500	33%	-14%

Source: U.S. Census Bureau (2000), and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)



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CHAPTER 4: SENSITIVE AREAS & MINERAL RESOURCES

INTRODUCTION

The City of Salisbury is rather unique given its natural environment that contains parklands, woodlands, wetlands, and water resources, which are some of the City’s greatest assets. The focus of this chapter is to identify lands which have a high ecological value and are in need of some form of protection from urban development. Some of these areas, such as wetlands, offer not only environmental value like helping to filter water, but also offer protection against devastating floods by absorbing and holding the excess water that can occur during severe weather events.

These areas also offer ample opportunities for recreational activities like hiking, camping, kayaking and many others. With the developmental restrictions already in place in many of these areas, it is beneficial to both the environment and prospective developers that the areas be clearly identified. It is imperative that this natural environment be protected to the fullest extent possible to help the City of Salisbury facilitate future development and environmental challenges.

GOAL

Protect the natural environment through the conservation of significant ecological systems that naturally work to enhance the quality of life for residents.

OBJECTIVES

- Protect water quality, wildlife, and preserve natural features.
- Develop local regulations which ensure the landscape is preserved in its natural state by minimizing tree and soil removal.
- Maintain and expand the forest canopy within the City.
- Strengthen connectivity among various parts of the City, especially downtown via bike and pedestrian trails/walkways.
- Enhance public access and use of the Wicomico River and its tributaries for recreational purposes.
- Ensure that all new development and redevelopment in the City minimizes pollutant loadings and runoff through the implementation of erosion, sediment and stormwater control plans.
- Consider the creation of community gardens as a high priority use of open space resources as a means of preserving green space and encouraging community involvement.

IMPLEMENTATION STRATEGIES

- Map existing parks, greenways, trails, wildlife habitat, and open space to develop a system that integrates floodplain management and preserves open space along the rivers, creeks, and wooded areas to increase water absorption.
- Encourage planted buffers along waterways and maintain a “greenway” along the streams to connect the zoo, hospital, and downtown center.
- Support the efforts of the Wicomico River Keepers Program in an effort to encourage local residents and business to monitor the water quality of the Wicomico River and its tributaries.
- Coordinate with the Maryland Department of Natural Resources to enhance the identification of Wetlands of Special State Concern.
- Codify the State’s Wetlands of Special State Concern regulations into the City Code.

- Update the City’s Floodplain Ordinance to minimize any adverse impacts of development within the floodplain.
- Encourage the use of Best Management Practices (BMPs) to help reduce flooding.
- Promote the development of an inter-connected green space network throughout the City of Salisbury with parks and open space throughout that will provide connections between neighborhoods.
- Update and implement the City’s Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Encourage the use of more efficient stormwater management (SWM) practices such as smaller SWM ponds scattered throughout a greenway versus one large SWM pond within a development, as well as the use of rain gardens instead of traditional raised islands typically found in parking lots in an effort to reduce run-off and improve water quality.
- Priority consideration should be given to conducting a technical study to determine cost-effective measures and best management practices to significantly reduce the amount of debris deposited in the Wicomico River and its tributaries from the stormwater system.
- Educate the public on the benefits of incorporating pervious materials in construction applications to improve water quality and reduce the potential for flooding.
- Encourage the hiring of a City Arborist or the creation of a volunteer-based citizens group to educate residents about the importance of our urban forest, as well as prepare an educational campaign to alert residents about the harmful effects of invasive plants in forested areas.
- Research and implement an Urban Tree Canopy program.
- Support farmers markets in the City to provide an outlet for farmers from the City and neighboring communities to sell produce.
- Encourage property owners of vacant and/or underdeveloped land to consider creating small-scale, hand-tended gardens as an interim use of the property.

ENVIRONMENTAL POLICY TASK FORCE

In 2008, an Environmental Policy Task Force was established to assist the City of Salisbury in developing policies to guide its actions, both internally and externally, as they relate to the environment. The Task Force met for six months between 2008 and 2009 and prepared a series of recommendations for consideration by the Mayor and City Council intended to reduce the environmental impact of the City and its residents. Based upon an early recommendation of the Task Force, the City joined the U.S. Mayors’ Climate Protection Agreement, also known as the Cool Cities Initiative. The Task Force recommendations included:

- Purchasing hybrid and electric vehicles when appropriate, using green cleaning supplies, bulk purchasing of electricity from sustainable sources, applying LEED (Leadership in Energy and Environmental Design) standards to new facilities and promoting citizen education programs to stimulate citizens to take actions, such as reducing water usage, within their households and businesses.
- Establishing a stormwater utility to provide a dedicated funding source that could support staff and equipment, street cleaning, and a trash reduction education program.
- Creating a new position, Director of Sustainability, to focus on expanding public open space, including a trail system, developing a green infrastructure plan, and protecting and enhancing the tree canopy.



ENVIRONMENTALLY SENSITIVE AREAS

Streams and Buffers

The importance of streams and their buffers has been well documented, particularly in recent years as concerns over the health of the Chesapeake Bay have grown. Streams are home to many plant and animal species, and serve as spawning areas for commercial fish stock and also support recreational fishing.

Stream buffers serve as protection zones and serve to filter sediment, nitrogen, phosphorus, and other runoff pollutants, reducing stream damage. The effectiveness of buffers to protect stream water quality is influenced by their width, the type of vegetation within the buffer, and buffer maintenance. To minimize adverse impacts on buffers, communities should develop plans to protect buffers along the streams to mitigate the negative impacts from development.

Some of the more prominent streams, rivers, and creeks in and around the City are as follows: Owens Branch, Coty Cox Branch, Cottonpatch Creek, South Prong Wicomico River, Beaverdam Creek, Beaglin Branch, North Prong Wicomico River, Leonard Pond Run, and Middle Neck Branch.

The City of Salisbury working in conjunction with County and State agencies should take steps to protect and restore the streams and riparian areas in and around the City. Protecting the streams and buffers will not only provide the greenway connection between various parts of the City, but will also provide the following benefits:

- Enhance habitat and biodiversity by providing wildlife travel corridors.
- Stabilize stream banks.
- Protect water quality by removing pollutants and moderating water temperature.
- Prevent property damage, reduce public investment and enhance property values by providing flood protection.
- Establish and maintain a “greenway” along the streams to connect the zoo, hospital, and downtown center.

Chesapeake Bay Critical Area

The Chesapeake Bay Critical Area (CBCA) is defined as the land within 1,000 feet of the mean high water line of tidal waters or the landward edge of tidal wetlands and all water of and lands under the Chesapeake Bay and its tributaries, as defined by the Critical Area Act. The Critical Area Act was adopted in 1984 to minimize adverse impacts on water quality that resulted from high nutrient loads via runoff, to conserve fish, wildlife, and plant habitats, and to establish land use policies for development located within the Critical Area. The Act also created the Critical Area Commission to oversee the development and implementation of local land use programs within the Critical Area.

On November 1, 1991, the City of Salisbury adopted the Salisbury Critical Area Implementation Ordinance, and established site-specific development objectives and procedures to minimize the impacts to the Critical Area. In the City of Salisbury, the Critical Area law applies to the Wicomico River and its tidal tributaries. The objectives include creating buffer areas, reducing lot coverage, increasing water access, enhancing wildlife habitat, and increasing and protecting open space and recreational areas.

Within the Chesapeake Bay Critical Area there are three designated development zones: Intensely Developed Area (IDA); Limited Development Area (LDA); and Resource Conservation Area (RCA). The limits of the Critical Area and of the areas in each development classification are shown on **Map 4-1**.

The roughly 670 acres designated as IDA is located along the west side of the Wicomico River. The LDA areas total 175 acres and are located along: both sides of the Wicomico River; the North Prong; and Beaverdam Creek. There are no areas of RCA within Salisbury's corporate limits.

IDA - The majority of the Critical Area within the City of Salisbury is designated as IDA. This land is existing urban, industrial, institutional, commercial and other developed areas. Typically, IDA land has little existing natural habitat and the water quality may already be impaired. IDA requirements are as follows:

- Intense development permitted, regulated by underlying zoning and local density limits control.
- No limits on clearing of vegetation and establish vegetation where possible.
- Construction on slopes greater than 15 percent may be permitted.
- There are no lot coverage limits.
- Stormwater management is required to reduce pollutant loadings by 10 percent.

LDA - This land is primarily residential and commercial with moderate intensity, having some natural habitats and the water quality is somewhat degraded versus impaired. LDA requirements are as follows:

- Development of all types is generally permitted but regulated by underlying zoning.
- Forest and tree clearing is permitted up to 30 percent but replanting is required.
- There is no construction on slopes greater than 15 percent.
- Generally lot coverage is limited to 15 percent (25 percent or more may be allowed depending on lot size and grandfathered status).

RCA - This land includes farms, forests, wetlands and fields with low density residential development. RCA requirements include the following:

- Development is limited to agriculture, forestry, fisheries and low density residential.
- One dwelling unit per 20 acres within a residential development.
- New commercial, industrial, and institutional uses prohibited.
- Reforestation is required for all clearing.
- Afforestation is required on 15 percent of a site.
- No construction is permitted on slopes greater than 15 percent.
- Lot coverage is generally limited to 15 percent.

The City must follow certain guidelines when deciding whether to award a request for growth allocation. The guidelines provide that new development should be located within or adjacent to existing developed areas, in an area and in a manner that optimizes benefits to water quality for new IDAs, and that they are located where they minimize impacts to adjacent RCAs. When the growth allocation is approved, the Critical Area Commission must approve the change in land use designation.

The new Chesapeake Bay Critical Area Law (HB 1253), enacted in 2008, requires that new Critical Area mapping be used for calculating acres of land within IDA, LDA, and RCA, since the current mapping is outdated. The new maps and data will not be available for Wicomico County and the City of Salisbury for several years but it has been determined that the growth allocation numbers will differ from current numbers.



The new Critical Area law also adds planning, environment, and economic factors to be considered when approving growth allocation requests and the jurisdiction will need to address new standards and factors as part of the local process. In addition, new IDA factors include public wastewater, average density of 3.5 units per acre, location in Priority Funding Areas, and economic benefits. The new LDA factors include public wastewater or best available nitrogen-removal technology, completion of existing subdivision, expansion of existing business, and clustering.

Wetlands

Wetlands moderate and store floodwaters, absorb wave energies, reduce erosion and sedimentation, help maintain water quality, recharge groundwater supplies, protect fisheries, and provide habitat and natural corridors for wildlife. There are two general types of wetland areas within the Salisbury city limits: tidal and nontidal wetlands. **See Map 4-2.**

In the City of Salisbury, wetlands are currently regulated by the U.S Army Corp of Engineers (COE) and the Maryland Department of the Environment (MDE) through a joint permitting process. In addition, all tidal wetlands within the City are protected through the Critical Area Program. Construction projects that occur in, or around wetlands, waterways or floodplains are subject to the regulation requirements.

A Joint Federal/State Application must be submitted for the alteration of any floodplain, waterway, tidal or nontidal wetland. Whenever an activity includes the disturbance of a wetland or depositing dredged or fill material into a wetland or waterway, the agency must complete a Joint Federal/State Application for the alteration of the environment. Applicants must demonstrate that the proposed impacts to wetlands are necessary and unavoidable, that mitigation for the negative impacts occurs, and that the mitigation is monitored. Upon receipt of the application, MDE reviews the application and allows for a public comment period and site evaluation, if necessary. The final construction plans are then reviewed and MDE makes a decision.

Wetlands in the State of Maryland are protected under the following federal and state regulations: Clean Water Act, Section 404, Maryland Nontidal Wetlands Protection Act, Maryland Tidal Wetlands Act, and the Waterway and 100-year Floodplain Construction Regulations.

Clean Water Act, Section 404: The U.S. Army Corps of Engineers regulates the discharge of dredged or fill material into wetlands. Activities include the placement of fill material, levee and dike construction, mechanized land clearing, land leveling, transportation infrastructure construction and dam construction. The COE, district office determines whether the activity requires a permit.

Maryland Nontidal Wetlands Protection Act: The Maryland Department of the Environment (MDE), Nontidal Wetlands and Waterways Division ensures there is no overall net loss of nontidal wetland acreage and function with the following construction activities: grading or filling, excavating or dredging, changing the existing drainage pattern, disturbing the water level or water table or destroying or removing vegetation. A permit is needed for activities that alter a nontidal wetland or the 25-foot wetland buffer. Wetlands of Special State Concern expand the buffer from 25-feet to 100-feet.

Maryland Wetlands of Special State Concern (WSSC): In Maryland certain nontidal wetlands with rare, threatened, endangered species or unique habitat receive special attention. MDE is responsible for identifying and regulating these WSSC areas. The protection of these sensitive wetland areas includes the provision of a 100-foot buffer from development. Many of these special wetlands contain the last remaining populations of native plants and animals that are now rare and threatened in the State. In Salisbury, there is one distinct WSSC area located at Schumaker Pond because of the presence of the Seaside Alder, which is a shrub or a small tree (**See Map 4-2**). Additionally, the area at the headwaters of the North Prong, which are bisected by the Salisbury Bypass, is another designated area containing

WSSC. Although, development is not envisioned in this area, additional safeguards should be considered in an effort to protect the natural diversity and beauty of these valuable wetlands.

Maryland Tidal Wetlands Act: MDE manages tidal wetlands and provides resource protection from the following activities: Filling of open water and vegetated wetlands, construction of piers, bulkheads, revetments, dredging and marsh establishment.

Waterway and 100-Year Floodplain

Activities within a waterway or its floodplain are monitored to keep the area from flooding upstream or downstream, maintain fish habitat and migration, and protect waterways from erosion. Authorization is required if the following projects occur in a waterway or a 100-year floodplain: dams; reservoirs; bridges and culverts; excavation; filling; or channelization occurs.

On average, the City of Salisbury receives about 46 inches of precipitation annually, and in combination with low-lying topography, high seasonal water tables and soils with poor drainage, the risk of flooding can be high.

The City of Salisbury has had numerous flooding incidents, primarily resulting from flash flooding. The poor draining soils and lack of storm water management can result in riverine flooding along stream tributaries. The recurring locations include: Fitzwater Street; Germania Circle; Market Street; East Main Street; Monticello Avenue/Powell Avenue; Lincoln Avenue; Salisbury City Park; and Canal Park Drive. In addition, the Salisbury City Park and Zoo lie within the 100-year floodplain.

At the time of this publication, the City of Salisbury received funding from the American Recovery and Reinvestment Act of 2009 (ARRA) for the purpose of installing a new storm drain compliant with City standards to reduce flooding at the intersection of Delaware Avenue and Fitzwater Street. The map indicates floodplain areas as depicted by the Federal Emergency Management Agency (FEMA) and defines the various floodplain areas. **See Map 4-3.**

Flood Mitigation Plan

Salisbury's Flood Mitigation Plan, adopted in 2008, contains the City's long-term goal to improve resistance to floods by planning and undertaking hazard strategies in a preventive manner rather than a reaction after the fact. This Plan is a cooperative effort between City of Salisbury staff, mitigation core team members, consultants, the public, Maryland Emergency Management Agency (MEMA) and FEMA.

The Plan outlines six mitigation strategies: prevention; property protection; emergency services; structural projects; natural resource protection; and public information. For each category, the plan establishes goals and objectives as well as the agencies responsible for action items. In addition, the plan includes applicable funding sources, approximate costs and a general timeline for mitigation strategies.

Stormwater Management

Urban development has a profound influence on water quality because impervious surfaces, resulting from development, alter the local hydrologic cycles. Trees, grass, and crops that absorb rainfall are removed during construction, leaving soil exposed to erosion and compaction. This compaction results in increased stormwater runoff, much like an asphalt parking lot or large rooftop because the rainfall is unable to soak into the ground. Consequently, the majority of rainfall is converted to runoff, discharging into existing streams, and often overloading the natural drainage system. This leads to increased runoff of pollutants, such as fertilizers and pesticides, into waterways.



The City of Salisbury should encourage the following activities to minimize stormwater runoff:

- Limit the amount of impervious surfaces such as parking lots, large buildings, and roadways.
- Use good site design to reduce the amount of roadways within a development.
- Encourage the use of permeable pavement, pavers, and wood and brick decks to allow water to soak into the ground.
- Allow buffers of vegetation alongside waterways to filter and slow runoff.
- Plant trees, shrubs and groundcover to absorb rainwater.
- Use natural alternatives to chemical fertilizers and pesticides to reduce the amount being discharged into streams via a storm event.
- Test the soil to determine the appropriate amount of pesticides, herbicides and fertilizers needed for the plant management process.

To reduce stormwater runoff, the City of Salisbury should encourage more wooded and open space areas within the City and seek to reduce or minimize impervious surface.

In addition to the efforts to reduce the amount of stormwater run-off, the City should identify opportunities to reduce the amount of floatables/debris entering our waterways through the stormwater collection system. Priority consideration should be given to conducting a technical study to determine cost-effective measures and best management practices to significantly reduce the amount of debris deposited in the Wicomico River and its tributaries from the stormwater system.

Paleochannel

The Paleochannel is the bed of an ancient river that lies at a depth of 100 to 200 feet below the surface, extending in an east-west direction, a known distance of approximately 12 miles from Eastern Dorchester County to U.S. Route 13, about 2 miles northeast of Salisbury. It is estimated to hold approximately seven (7) billion gallons of water. The approximate extents of the Paleochannel are shown on **Map 4-3**.

The City adopted the Paleochannel Overlay District, which provides restrictions and standards in the District, in order to conserve and protect this vital resource. Some of these protective measures include: use limitations; performance standards; and detailed review procedures to ensure protection of the riverbed from contamination resulting from environmentally incompatible land uses.

Prohibited uses include: soil remediation facility; hazardous waste storage or facility; toxic waste storage or facility; any principal use that will store or generate wastes that are ignitable, corrosive, reactive, toxic, hazardous, infectious or chemical or petroleum laden; borrow pits; and sanitary landfills.

Wellhead Protection Areas

The City of Salisbury receives the entirety of its drinking water from wells located in the Salisbury Aquifer and the Paleochannel. In an effort to protect these wells and their recharge areas, the City created a Wellhead Protection District as a means of preventing contaminants from entering the area of land around the water supply wells located in the Paleo and Naylor Mill Road Water Plants. **See Map 4-3**. It is imperative to protect the wells from contamination associated with volatile and synthetic organic compounds and nitrates.

Within the Wellhead Protection Overlay District, all uses are permitted in the underlying zoning district with exception of uses that:

- Discharge excessive amounts of water; and
- Use, store or generate raw or waste materials which are ignitable, corrosive, reactive or toxic.

Rare, Threatened, and Endangered Species (RTE)

The Endangered Species Act (ESA), passed in 1973, provides for the conservation of ecosystems upon which threatened and endangered species of fish, wildlife, and plants depend. According to the Maryland Natural Heritage Program (MNHP), Department of Natural Resources (DNR), Wicomico County has six endangered animal species, 65 endangered plant species, two threatened animal species and 21 threatened plant species.

The Maryland Department of Natural Resources (DNR) designates Sensitive Species Project Review Areas (SSPRA) to protect potential habitat for RTE. There are several SSPRA within the City of Salisbury as illustrated on **Map 4-4**. Many of these areas are already protected in large part by the Chesapeake Bay Critical Areas Act and the Forest Conservation Act. Habitats of threatened and endangered species are often identified by means of forest stand delineations that are required by the Forest Conservation Act. Proposed projects within the CBCA are required to contact the DNR Wildlife and Heritage Department for information on whether or not a project site may or could possibly contain Rare, Threatened and Endangered Species.

To ensure the protection of RTEs, zoning and other development ordinances should include the following:

- Require that the DNR and U.S. Fish and Wildlife Service (USFWS) be contacted to identify state and federally designated endangered species and or habitat prior to construction; and
- If the proposed activity occurs within or adjacent to ESA habitat, the City should require that the developer provide protection measures, conduct an environmental assessment, and work with the Maryland Natural Heritage Program to establish species-specific protection measures.

In addition to RTE, there is Forest Interior Dwelling Species (FIDS) habitat within the City of Salisbury. **See Map 4-4**. Populations of many FIDS are declining in Maryland and throughout the eastern United States. The conservation of FIDS habitat is strongly encouraged by the DNR. In order to protect against further FIDS habitat loss, the following guidelines should be incorporated where practical:

- Restrict development to non-forested areas.
- If forest loss or disturbance is unavoidable, concentrate or restrict development to the following areas:
 - ▶ The perimeter of the forest (i.e., within 300 feet of existing forest edge);
 - ▶ Thin strips of upland forest less than 300 feet wide;
 - ▶ Small, isolated forests less than 50 acres in size; and
 - ▶ Portions of the forest with low quality FIDS habitat.
- Maximize the amount of forest interior within each forest tract. Circular forest tracts are ideal and square tracts are better than rectangular or long, linear forests;
- Minimize forest isolation. Generally, forests that are adjacent, close to, or connected to other forests provide higher quality FIDS habitat than more isolated forests;
- Limit forest removal to the “footprint” of houses and to that which is necessary for the placement of roads and driveways;

- Minimize the number and length of driveways and roads;
- Maintain forest canopy closure over roads and driveways;
- Maintain and/or create wildlife corridors;
- Do not remove or disturb forest habitat during April through August, the breeding season for most FIDS; and
- Landscape homes with native trees, shrubs and other plants and/or encourage homeowners to do so.

A complete listing of the Rare, Threatened, and Endangered Species within Wicomico County is contained in **Appendix 1** of this Plan. **Appendix 2** provides an explanation about the ranking and status codes for each RTE.

Steep Slopes

The City of Salisbury prohibits new development on slopes greater than 15 percent. This helps to reduce erosion and sediment runoff into waterways that may negatively impact aquatic habitats, and reduces the potential for flooding. The City of Salisbury is characterized by a particularly flat topography, having few areas with steep slopes. Most steep slopes are found along rivers and streams, and are already protected by stream buffers. This has proven to be an effective method of steep slope protection.

Forest

The City of Salisbury follows the Forest Conservation Act of 1991, administered by the DNR, Forest Service and implemented by both state and local governments. The primary objective is to minimize the loss of forest land from development and ensure that priority areas for forest planting are identified and protected. Priority areas include areas adjacent to wetlands, streams, steep slopes, forest blocks and wildlife corridors. In addition, the City of Salisbury adopted the Forest Conservation Act (Chapter 126) on February 14, 1994 to protect forest resources in the City. The regulations require that all development must limit clearing of natural vegetation.

SB-666 became effective October 1, 2009 and states that “Any tree having a diameter measured at 4.5 feet above the ground of 30 inches or more, or 75 percent or more of the diameter, measured at 4.5 feet above the ground, of the current State champion tree of that species as designated by DNR shall be considered priority for retention and protection and shall be left in an undisturbed condition unless the applicant has demonstrated, to the satisfaction of the Department, that reasonable efforts have been made to protect them and the plan cannot reasonably be altered.” In addition, a developer must submit a site plan, project plan, grading permit or sediment control permit, forest stand delineation and forest conservation plan to the City if the development is on an area of land 40,000 square feet or greater.

It is important for Salisbury to maintain and expand the urban forests in and around the City. Traditionally, the term “urban forest” has referred to tree-lined streets, but an urban forest also includes trees and other vegetation in home landscapes, school yards, parks, riverbanks, cemeteries, vacant lots, utility rights-of-way, adjacent woodlands, and anywhere else trees can grow in and around a community. Urban forest cover provides water quality protection, air purification, wildlife habitat, runoff reduction, and aesthetics. Shrubs, flowers, vines, ground covers, grass, and a variety of wild plants and animals are also a part of the urban forest. Streets, sidewalks, buildings, utilities, soil, topography, and, most importantly, people are an integral part of the urban forest. The benefits associated with retaining an urban forest are as follows:

- Encourages infiltration of polluted runoff, preventing pollutants from reaching streams;
- Allows soils to naturally cleanse infiltrated runoff as pollutants bind to soil particles;

- Deep rooted trees absorb soluble pollutants (nitrogen and phosphorus) beneath the soil which may otherwise enter waterways;
- Removes carbon dioxide and other pollutants;
- Supports some of the greatest number of birds, mammals, reptiles and amphibians of any habitat type;
- Helps rainfall to be absorbed into the soil, reducing surface runoff which can reduce urban flooding;
- Increases organic material and increases the soil's water absorbing capacity;
- Maintains our link with the natural environment where the majority of the City environment is constructed of impervious surfaces such as concrete;
- Softens and screens man-made urban elements; and
- Adds dynamics to the urban landscape.

As the City begins to implement the strategies contained in this Plan, consideration should be given to hiring a City arborist or creating a volunteer-based citizens group for the purpose of educating the City residents about the importance of our urban forest. In addition, an educational campaign should be developed to provide information about the harmful effects of English Ivy and other invasive plants that are detrimental to the health of our urban forest.

Green Infrastructure

According to the Maryland Department of Planning's Land Preservation, Parks, and Recreation Plan, "Green Infrastructure is the lands that are critical to the long-term ecological health of the state because they support a diverse plant and animal population and enable natural processes, such as the filtering of water and cleaning of air, to take place." The Wicomico County Land Preservation, Parks, and Recreation Plan, states "Green Infrastructure includes the forests, wetlands, and other natural lands throughout the state that provide many services to the ecosystem, such as cleaning the air, filtering and cooling water, storing and cycling nutrients, conserving and generating soils, pollinating crops and other plants, regulating climate, sequestering carbon, protecting areas against storm and flood damage, and maintaining aquifers and streams. Green infrastructure also:

- Provides marketable goods and services, like forest products, fish, wildlife, and recreation;
- Offers vital habitat for resident and migratory species;
- Maintains a vast genetic library; and
- Provides Scenery.

The Green Infrastructure (GI) system is composed of Hubs (large expanses of natural land vital to the State's unique ecology) and Greenways, sometimes referred to as Corridors, which are linear pieces of environmentally sensitive land that connect hubs. The Green Infrastructure system in Wicomico County includes 26 hubs, two of which (Hubs 575 and 543) are partially located within the City of Salisbury, in the vicinity of Harbor Pointe along the Wicomico River and the northern extent of Johnson's Pond. **See Map 4-5** shows the Green Infrastructure mapped by DNR in the Salisbury area.

Ecological ranking of Green Infrastructure hubs and corridors was carried out by the DNR to prioritize conservation efforts and to guide open space acquisition efforts and funding. This ranking was based on a variety of criteria, weighted on the basis of their importance. For the purpose of this document, the composite score are divided into ten percentile quantum groups showing relative ecological significance/ranking of Green Infrastructure Hubs in the area. The methodology, parameters and weights used to rank overall ecological significance of each hub within its physiographic region are shown in **Appendix 3** of this Plan.



In 2009, Wicomico County established the Natural Resources Conservation Advisory Commission (NRCAC) to identify and prioritize, as well as to recommend strategies to protect at-risk parcels county-wide. This nine-member committee meets on the third Wednesday of each month. This advisory committee should continue to coordinate with the City as this group proceeds forward with identifying the most at-risk parcels within the County, especially as it relates to property within the City of Salisbury.

Urban Agriculture

An emerging concept for livable communities is the concept of urban agriculture as a way to promote health, to support economic and community development, and to improve the urban and natural environment. A primary focus of this Plan is to encourage infill and redevelopment opportunities as a feasible alternative to future annexations. However, the timing of future development of infill and redevelopment opportunities is primarily a function of the market. In certain instances, small-scale, hand-tended urban agriculture, may serve as an appropriate interim use of land that would provide an aesthetically pleasing alternative to vacant and/or undeveloped property.

The cultivation of land is a permitted use in a majority of the Zoning Districts within the City of Salisbury. In addition to urban agricultural efforts related to vacant and/or underdeveloped property, this concept translates to small-scale gardens on individual lots with residential structures. Based on the City's location, soils, and annual average rainfall, the growing of fruits and vegetables is an excellent accessory use of the land, and is encouraged because of its benefits to the community and the natural environment.

The benefits of urban agriculture include:

- Provides a supply of fresh produce;
- Helps to protect the environment by preserving green space and reduction in storm water mitigation; and
- Provides an economic incentive.

Community green space is another type of urban agriculture to meet the need and desire to develop typically small, open spaces as gardens for public use for the benefit of the citizens. Community gardening is a way for people who lack yards to grow flowers and vegetables.

ENVIRONMENTAL GROUPS

Maryland Environmental Trust (MET)

The Maryland Environmental Trust (MET) is a State-wide land trust governed by a citizen Board of Trustees. It was created by the General Assembly in 1967 to preserve open land, such as farmland, forest land, and significant natural resources. Their primary tool for doing this is a conservation easement, a voluntary agreement between a landowner and MET.



MINERAL RESOURCES

The City of Salisbury recognizes a Mineral Resources Element is required to be included in Comprehensive Plans in Maryland in accordance with Article 66B of the Annotated Code of Maryland. Mineral extraction is not a permitted use in any Zoning District under the terms of the City of Salisbury Zoning Code.

CHAPTER 5: WATER RESOURCES ELEMENT

INTRODUCTION

Article 66B of the Annotated Code of Maryland, as amended in 2006 by HB 1141 Land Use – Local Government Planning, requires that a Water Resources Element (WRE) be incorporated into all county and municipal comprehensive plans by October 1, 2009. The overall objectives of this element include:

1. identify potential supply, infrastructure, or receiving water constraints early in the process; and
2. identify options to address any constraints, as well as identify a land use plan, which minimizes negative impacts on water quality and quantity.

This WRE is comprised of three major components that include: a drinking water assessment; waste water assessment; and a non-point source assessment. The drinking water assessment contains information about the major groundwater sources used to provide drinking water to the City of Salisbury and some surrounding areas in the County, which receive public water and sewer services from the City. Information derived from existing sources such as the 2010 Draft Wicomico County Comprehensive Water and Sewerage Plan is compared to existing and future planned withdrawal rates to determine the ability of existing sources and facilities to accommodate projected growth.

The waste water assessment takes a similar approach. Planned nutrient reduction capabilities at the Waste Water Treatment Plant (WWTP) are combined with projected population increases and associated land use changes to estimate the capability of receiving waters to accommodate planned growth and development, as well as the capability of the WWTP to accommodate future demand.

In addition to an assessment of the impacts associated with future growth and development on the waste water treatment system, the Water Resources Element (WRE) also contains an assessment of land use changes as they relate to overall water quality. Consistent with guidance documents from the State of Maryland, this Element includes an assessment of the City's stormwater management regulations. Additionally, this chapter of the Plan includes a before and after assessment of the changes in nutrient loads due to proposed land use changes as well as a comparison among future alternative land use scenarios. They do not provide a site specific analysis of land use changes, nor are they representative of engineering grade studies. Rather, the analysis is done on a watershed scale for the existing municipal boundaries of the City of Salisbury and those areas shown as potential growth areas as contained in the Municipal Growth Element.

Community Outreach

Through a series of four public meetings held in 2008, citizens of Salisbury have voiced numerous concerns about water resources. While many issues, such as future growth patterns and community service availabilities are addressed in other chapters of this Plan, specific issues are addressed throughout this Chapter.

These issues include:

- ▶ Aquifer water levels;
- ▶ Private wells in the City limits;
- ▶ Recognition of how resources might limit growth;
- ▶ Climate change on water availability;
- ▶ Nutrient problems in water bodies; and
- ▶ Effects of more impervious surfaces on recharge areas and water quality.

GOALS

- Establish a Land Use Plan that supports the outcomes of the nutrient loading analysis.
- To determine constraints on growth based on water supply, sewer capacity, stormwater runoff and nutrient pollution.
- To provide a pattern of growth that will have the least impact on water resources.
- To reduce the per capita use of potable water through the use of water conservation techniques.

OBJECTIVES

- Protect the Paleochannel as a main source of potable water.
- Evaluate the Waste Water Treatment Plant and Water Treatment Plants for maintenance and/or expansion.
- Assess future growth plans in relationship to water supply and storage and sewer capacity.
- Encourage improved stormwater management measures to reduce erosion and nutrient pollution.

IMPLEMENTATION STRATEGIES

- Review USGS Atlantic Coastal Plain of Maryland Assessment and use methodology and resources to monitor aquifer levels and risk of surface and saltwater contamination.
- Update and implement the City's Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Prohibit the use of Package Treatment Plants within the City limits.
- Discourage the use of Package Treatment Plants in the municipal growth area.
- Encourage use of development designs in all subdivision approvals that reduce impervious surfaces.
- Develop maximum impervious surface cover standards for all future development.
- Encourage innovative management of stormwater runoff in all redevelopment proposals.
- Encourage the use of low-flow shower heads, toilets, and spigots to promote the conservation of potable water.
- Establish City open space requirements for all new development.
- Promote a conservation design approach to new development.
- Assure adequate water storage capacity.
- Encourage grey-water recycling.
- Obtain an expanded groundwater appropriation permit to meet future demand.

DRINKING WATER ASSESSMENT

Watersheds

The City of Salisbury lies within parts of two watersheds: the Wicomico River Head and the Lower Wicomico River watershed. **See Map 5-1.** The Cities of Salisbury, Fruitland and the Town of Delmar are the major centers of development in these watersheds. As their names imply, both of these watersheds contain portions of the Wicomico River.

The Wicomico River originates near Delmar, Delaware, and flows through the heart of Salisbury in a southerly direction into Tangier Sound and eventually into the Chesapeake Bay. Several major tributaries



contribute fresh water to the Wicomico River, including, but not limited to, Tony Tank Creek, Walston Branch, Beaverdam Creek, and Brewington Branch.

Water quality is affected by land use activities (urban and agricultural) in the City, and in Wicomico County's Metro Core. Watersheds are an important component of this document as it assesses the impact of growth and development on water resources. From a water supply perspective, the City of Salisbury and the rest of Wicomico County rely exclusively on groundwater as sources of potable water. Nevertheless, this Element uses watersheds as an organizing element to discuss growth and development and their associated impacts on our water resources.

Aquifers

Background Information and Technical Resources

Groundwater is an important source of drinking water throughout Maryland. Most void spaces in rocks beneath the water table contain water, but these spaces only become an aquifer when water bearing rock readily carries water to wells and springs in significant volumes. On Maryland's Eastern Shore, aquifers are the source of all drinking water supplied by private wells or public water supply systems. Unlike areas on the Western Shore of Maryland, the construction of dams for storing and collecting large volumes of water for water supplies is problematic because of the relatively flat topography and the slow moving nature of surface streams here on the Eastern Shore. Fortunately, the aquifers located under the surface on the Eastern Shore have a long history of providing high-quality water in substantial volumes. Based on estimates of growth as it relates to future demands for drinking water, the City of Salisbury has adequate water supply for its current and future residents.

To learn more about the aquifers in this region, the Wicomico County Health Department prepared the Groundwater Protection Report in 2004 in response to State regulations on the installation of private sewage disposal systems (COMAR 26.04.02). This Report is produced as a supplement to the County's Comprehensive Water and Sewerage Plan. The document describes the aquifers in Wicomico County and includes a discussion about identifying solutions for groundwater protection and provides supplemental information that is incorporated into the 2010 Draft Wicomico County Comprehensive Water and Sewerage Plan. This Report was an extremely useful resource in the preparation of this element. To assist in future efforts to update this WRE, the City should continue to: research new reports and plans containing information about the aquifers in this region; complete a Water and Sewer Allocation Management Plan; and work in conjunction with Wicomico County to update sections of the 2010 Draft Wicomico County Comprehensive Water and Sewerage Plan pertaining to City facilities, population and household projections.

The United States Geological Survey (USGS), in conjunction with the Maryland Geological Survey (MGS) and the MDE, is currently completing a three-phase study of the groundwater resources in the Atlantic Coastal Plain of Maryland. Specifically, the USGS and MGS are in the process of developing a comprehensive regional database of aquifer information as part of Phase One of a three phase study. Phase Two consists of filling in any gaps in existing knowledge and building resource management tools, such as a groundwater flow model, to be finalized by 2012. Phase Three, slated to start in 2010 and to end in 2013, consists of implementation of the previously developed tools to manage and optimize resources. More information on this study can be found on the USGS website in a publication entitled, "A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland," <http://pubs.usgs.gov/of/2007/1205>.

Upon completion, this comprehensive assessment will contain five goals directed at improving the current information and tools used to understand the resource potential of the aquifer system. The goals include:

- ▶ Document the geologic and hydrologic characteristics of the aquifer system in the Maryland Coastal Plain and the appropriate area of adjacent states;
- ▶ Conduct detailed studies of the regional groundwater flow system and water budget for the aquifer system;
- ▶ Improve documentation of patterns of water quality in all Coastal Plain Aquifers, including the distribution of saltwater;
- ▶ Enhance groundwater level, stream flow, and water quality monitoring networks in the Maryland Coastal Plain; and
- ▶ Develop science-based tools to facilitate sound management of the groundwater resources in the Maryland Coastal Plain.

The Salisbury Aquifer and the Paleochannel

The Salisbury Aquifer and the Paleochannel refer generally to the same aquifer, which the USGS refers to as the surficial aquifer. Depending on the report or study, the Salisbury Aquifer has been referred to as the Columbia Aquifer, Quaternary Aquifer, Pleistocene Aquifer, Beaverdam sand, red-gravelly sand, and the Pensauken formation. For the purpose of this Plan, all references to this underground source of water will be referred to as the Salisbury Aquifer.

The majority of the water table of this surficial aquifer is encountered below the surface anywhere from zero to 30 feet deep, with the Paleochannel, specifically, ranging from 100 to 200 feet below the surface. It is important to note that this subsurface waterbody receives recharge from precipitation in topographically high areas and supplies many small streams, man-made ponds, wells, and the tidal portion of the Wicomico River with water. Protection of this surficial aquifer is a primary concern to the City, as it is the major water source for the region. In doing so, the City has implemented, through the Zoning Code, protection efforts of the Paleochannel including the creation of the two Resource Protection Zoning Districts: Paleochannel and Wellhead Protection overlay zones.

The City of Salisbury has adopted both the Paleochannel and Wellhead Protection Overlay Districts in an effort to protect this buried riverbed from overuse and contamination. These overlay districts largely follow the underlying zoning assigned to a property; however both resource protection districts have additional use restrictions and development standards in comparison to the underlying zoning. These measures protect the water supply from surficial contamination as a result of impaired water discharge/recharge.

Uses which may be prohibited include: those that discharge excessive amounts of water; or use, store or generate raw or waste materials which are ignitable, corrosive, reactive or toxic, such as, but not limited to, manufacture of organic and inorganic chemicals, paint and pigments, petroleum refining, steel, metal products fabrication, electroplating and textile dyeing and finishing. Development proposals for any lot or parcel of land for any use within these two resource protection districts shall require submission of a comprehensive site plan to be reviewed by the Planning Commission to ensure the proposed use is not detrimental to the Paleochannel and Wellhead Protection areas.

Water Treatment Systems

The City of Salisbury Water System has two water treatment and pumping facilities that withdraw water from the Salisbury Aquifer and the Paleochannel. The City system has a combined permitted withdrawal of 7.6 MGD. With both plants in operation, the City of Salisbury has a current capacity of approximately 12.0 MGD with the maximum capacity for each facility of about 5.7 MGD at the Park plant and 6.5 MGD at the Paleo plant. Currently, the average water consumption including residential, commercial and industrial demands approximates 5.34 MGD. More information about the two water systems such as the

number of wells for each plant, the aquifers supplying the wells with water, and future expansions of the existing systems can be found in the Utilities & Public Services discussion in Chapter 6 of this Plan.

Table 5-1 contains information about the anticipated water demands based on residential, industrial and commercial water consumption in comparison to the treatment facilities capacity, as it relates to accommodating future needs. Overall, the City water treatment facilities will be able to accommodate the future demands based on current capacity and planned expansions. By 2030 the two plants will have a combined capacity of 18.0 MGD compared to the projected 2030 demand of roughly 8.41 MGD.

It is important to note that regardless of the year the largest consumers of water are commercial and industrial users. In 2010, residential use accounts for 42 percent or 2.89 MGD of the total demand. In comparison, the combined commercial and industrial consumption accounts for 58 percent of the total demand in 2010. In 2020 and 2030, residential consumption represents 45 percent or 3.45 MGD in 2020 and roughly 48 percent of the total water demand in 2030. Commercial and Industrial water demand accounts for 55 percent or 4.21 MGD in 2020 and 52 percent or 4.40 MGD in 2030.

An analysis of **Table 5-1** demonstrates that the percentage of demand by land use remains relatively constant over the twenty year period; however it is important to note potential impacts associated with an increase in future commercial and industrial growth versus residential growth. For example, the City currently provides approximately 1 MGD of water to the Perdue Farms, Inc. processing plant located on U.S. Route 50 East Business. Using demand estimates from 2010, Perdue alone would account for approximately 15 percent of the total demand of 6.9 MGD. Using industry standards for residential demands, which are equal to 100 gallons per day (GPD) per person, it would take the equivalent of 10,000 new persons or 4,237 housing units (average of 2.38 persons per household) equal to the usage by the Perdue processing plant. As the City continues to grow, careful consideration should be given to the allocation of water and the need for future expansions to the water systems to meet the projected demands.

TABLE 5-1: CITY OF SALISBURY - WATER SYSTEM DEMAND & CAPACITY

		2010	2020	2030
Population		28,925	34,490	40,085
GPCD ¹	Gallons	100	100	100
Households		10,893	13,080	15,400
Demand	Residential	2.89	3.45	4.01
	Commercial/Industrial ²	4.01	4.21	4.40
	Total	6.90	7.66	8.41
Capacity	Planned	12.0	18.0	18.0

Source: Salisbury – Wicomico County Department of Planning Zoning & Community Development (2010)

Assumptions about Water Demand:

1. GPCD refers to gallons per day per person, which is equal to 100 gallons per day.
2. Projected flows for commercial demand is based on an assumption the commercial development is equal to 35 percent of the total residential demand and industrial demand will account for 3 MGD.

WASTE WATER ASSESSMENT

Waste Water Treatment System

The City of Salisbury has the largest concentration of population within Wicomico County and is served by an extensive sewer collection system and a secondary waste water treatment facility. The system includes two major pumping stations, North Side station on Fitzwater Street and South Side Station on Ridge Road, along with 47 lift stations and a network of connected sewer mains varying in size from 6

inches to 30 inches that stretch over 159 miles. The WWTP serves all properties in the City, as well as some properties in the County located in close proximity to the corporate boundary of Salisbury.

A recently completed expansion of the City's WWTP increased capacity of the system from 6.8 MGD to 8.5 MGD of daily flow, with a peak flow of 25 MGD for the first phase. The second phase of capacity expansion will increase the daily capacity to reach 10.2 MGD and a peak flow increase to 30 MGD.

The City WWTP, located on Marine Road in Salisbury, discharges treated effluent into the Wicomico River, which is within the Lower Wicomico watershed. This treatment plant was recently upgraded from a Biological Nutrient Reduction (BNR) facility to an Enhanced Nutrient Reduction (ENR) WWTP. This change in treatment technology significantly reduces the amount of nitrogen to about five milligrams per liter. Prior to this upgrade the WWTP was discharging effluent containing roughly 21 milligrams per liter of nitrogen into the Wicomico River. The Maryland Department of the Environment (MDE) issued the discharge permit to the City for this WWTP, but specified no more than six milligrams per liter of treated effluent can be discharged into the Wicomico River.

The Chesapeake Bay has experienced a decline in water quality due to over enrichment of nutrients (mainly phosphorus and nitrogen) and sediments. Effluent from WWTPs and septic systems located in the Chesapeake Bay watershed is one of the top three major contributors of nutrients entering the Bay (urban and agricultural runoffs are the other two). Bringing significant WWTPs (treatment systems with capacities over 500,000 GPD) in Maryland to ENR will achieve approximately one-third of the needed nutrient reductions under the Chesapeake Bay 2000 Agreement.

The Salisbury – Wicomico County Department of Planning, Zoning & Community Development projects population growth is expected to reach **40,085** and over 15,400 housing units by 2030. The capacity of the WWTP system is expected to meet that demand; however it is important to note this assessment is based on projections, which vary over time. **Table 5-2** represents the planned capacity of the City WWTP versus projected demand for the 2010, 2020, and 2030 horizon in Salisbury.

In contrast to the projected water demands contained in **Table 5-1**, the sewer demand associated with residential demand is expected to exceed the demand of commercial and industrial uses by 2030. One of the primary reasons for this occurrence is due to the fact that commercial and industrial sewerage contributions are significantly lower than their water demands. In 2010, residential demand will account for 44 percent or 2.60 MGD of the estimated demand. In comparison, the combined commercial and industrial consumption in 2010 will account for 56 percent of the total demand in 2010. The residential demand in 2020 is still exceeded by the commercial and industrial demand, but the difference between the two is beginning to decrease. In 2030, residential demand is projected to surpass commercial and industrial demand by 4 percent or 0.25 MGD.



**TABLE 5-2: CITY OF SALISBURY –
WASTE WATER TREATMENT SYSTEM DEMAND & CAPACITY**

		2010	2020	2030
Population		28,925	34,490	40,085
GPCD ¹	Gallons	90	90	90
Households		10,893	13,080	15,400
Demand	Residential	2.60	3.10	3.61
	Commercial/Industrial ²	3.26	3.31	3.36
	Total	5.86	6.41	6.97
Capacity	Planned	8.50	8.50	10.20

Source: Salisbury – Wicomico County Department of Planning Zoning & Community Development (2010)

Assumptions about Sewer Demand:

1. GPCD refers to gallons per day per person, which is equal to 90 gallons per day.
2. Projected flows for commercial demand is based on an assumption the commercial development is equal to 10 percent of the total residential demand and industrial demand will account for 3 MGD.

More information about the WWTP and the treatment system can be found in the Utilities & Public Services discussion in **Chapter 6** of this Plan.

Assimilative Capacity

Assimilative capacity refers to the ability of a natural body of water to receive wastewater or toxic materials without harmful human effects and damage to aquatic life of a water body. In basic terms, the total contribution of pollutants to the waters of Maryland (point and non-point combined) should not exceed the capacity of those waters to assimilate pollutants.

Water pollution comes from two sources, non-point source pollution and point source pollution. Non-point source (NPS) pollution is the major reason water quality remains impaired in Maryland. NPS is caused by stormwater (rainfall or snowmelt) or irrigation water moving over and through the ground. In contrast, point source pollution refers to pollution resulting from a specific point of discharge (e.g. municipal waste water treatment plant or industrial use).

Total Maximum Daily Loads (TMDLs)

A TMDL is a calculation of the maximum level of a pollutant that a body of water can receive, yet still meet water quality standards. As a result of the Clean Water Act, Section 303(d), States and their jurisdictions are required to compile a list of their impaired waters. These water bodies are either degraded or polluted to the point they do not meet the State’s water quality standards. The Clean Water Act also requires jurisdictions to develop priority rankings and TMDLs for each of the impaired water bodies.

The presence of a nutrient TMDL is an indicator that pollution control efforts must outweigh additional pollution impacts from future land use change and WWTP flows to prevent further degradation of the water body. The pollution forecasts, although capable of comparing the relative benefits of different land use plans, are not precise enough to allow for a direct comparison to nutrient TMDLs.

The presence of a nutrient TMDL is an indicator that pollution control efforts must outweigh additional pollution impacts from future land use change, septic tanks, and WWTP flows to prevent further degradation of the water body. For the receiving waters in Wicomico County without a nutrient TMDL, a determination of the suitability cannot be made. However, for the Lower Wicomico River, Johnson Pond and Tony Tank Creek, which have nutrient TMDLs, a preliminary assessment can be made. The pollution forecasts, although capable of comparing the relative benefits of different land use plans, are not



precise enough to allow for a direct comparison to nutrient TMDLs. The City of Salisbury recognizes the abovementioned receiving waters should only be considered suitable receiving waters if future nutrient impacts are offset. This WRE includes recommendations for pollution control efforts to help achieve that goal. In addition, this WRE recommends refining the pollution forecast in the future as information becomes available.

The Lower Wicomico River watershed receives discharge from two major point sources: the Salisbury WWTP; and the City of Fruitland WWTP. When the plant is fully operational at ENR levels, nutrient contributions from the Salisbury area will be significantly reduced in comparison to BNR levels. However, the reduction in nutrient contributions as a result of achieving ENR treatment levels could be offset by a significant increase in population. The City should continue its efforts to monitor and evaluate the impacts of point-source pollution associated with future residential growth.

Four bodies of water, shown in **Table 5-3** and having some watershed area within the City of Salisbury boundary have been identified as impaired and have calculated TMDLs:

TABLE 5-3: CITY OF SALISBURY - IMPAIRED WATERBODIES

Water Body Name	Impairment	Location
Lower Wicomico River	Bacteria and Nutrients	Lower Wicomico River Watershed in Wicomico and Somerset County, Md, and Sussex County, De
Johnson’s Pond	Phosphorus and Sediments	Wicomico River Headwaters Watershed
Tony Tank Lake	Phosphorus and Sediments	Lower Wicomico River watershed
Wicomico River Headwaters	Fecal Bacteria	Wicomico River Headwaters Watershed

Source: Maryland Department of the Environment (2008)

Water quality impairments trigger numerous issues within these water bodies. The Lower Wicomico River, with significant nutrient and biochemical oxygen demand point and non-point sources, has high algal levels and low dissolved oxygen concentration. During the summer, only a limited input of freshwater is available to the Lower Wicomico River, which elevates the impairment of the water body. Tony Tank Lake, which possesses significant phosphorus and sediment non-point sources of impairment, is used for recreation purposes, yet is classified as highly eutrophic and is the discharge location of treated effluent from the City of Fruitland WWTP.

The Wicomico River Headwaters possess high levels of fecal bacteria and is located just upstream of U.S. Route 50. A large volume of Johnson’s Pond has been impacted due to high sedimentation rates and one major point source, Town of Delmar WWTP, which discharges into Wood Creek (a tributary of the headwaters of the Wicomico River through Johnson's Pond).

It is important to note Schumaker Pond is classified as an impaired water body; however, a TMDL has yet to be calculated for this Pond.

Point Source Cap

The State of Maryland has adopted a point source strategy to address nutrient loadings from publicly owned and operated wastewater treatment plants. The State strategy for ‘significant’ WWTPs like Salisbury’s that have a design capacity of 500,000 GPD or greater is to adopt a schedule of programmed improvements designed to upgrade those facilities to achieve Enhanced Nutrient Reduction (ENR) technologies and to operate the ENR facility in a manner that optimizes nutrient removal capacity.



Assuming a WWTP capacity of 8.5MGD and ENR treatment levels of 4 mg per litre, the MDE has established a point source cap for the City of 103,549 lbs of nitrogen per year and 7,766 lbs per year of phosphorus. Future expansion of the City’s WWTP beyond a capacity of 8.5 MGD will require treatment levels greater than 4 mg per litre of nitrogen. To reach a level of treatment greater than 4 mg per litre, the City may have to consider nutrient trading or spray irrigation as a means to dispose of the treated effluent. Although this is not an immediate concern, the City should begin planning to offset or mediate the effects of expanding the capacity of the WWTP as it relates to the established point source cap.

Table 5-4 uses MDE nutrient load assumptions to calculate potential and future nutrient load contributions based on the treatment technology being employed, existing demands and 2030 projected demands for the City’s WWTP. As previously mentioned in the beginning of this Chapter, the results of this analysis should only be used to obtain a better understanding of the overall relative impacts of various future growth and treatment technologies as it relates to point-source nutrient loads.

TABLE 5-4: CITY OF SALISBURY - WWTP POINT SOURCE ANALYSIS

Type Of WWTP (Based on Design Capacity)	Existing Demand (MGD*)	Existing Nutrient Load Nitrogen (Lbs./ Year**)	Existing Nutrient Load Phosphorus (Lbs./ Year)	2030 Projected Demand (MGD)	2030 Total Nutrient Load Nitrogen (Lbs./ Year)	2030 Total Nutrient Load Phosphorus (Lbs./ Year)
Significant	5.86	142,776 ¹	35,694 ¹	6.97	63,683 ²	6,368 ²

Source: Maryland Department of the Environment (2009)

Notes:

- * MGD refers to millions of gallons per day.
- ** LBS / Year is a measurement of total pounds of a nutrient per year.

Assumptions about Pollutant Discharge Treatment Level:

- ¹ Assumes that loads with BNR prior to ENR upgrade are 8 mg Nitrogen and 2 mg Phosphorus per liter of effluent: Source: MDE
- ² Assumes that loads after ENR upgrade are 3 mg Nitrogen and 0.3 mg Phosphorus per liter of effluent: Source: MDE

Calculations used to perform point source analysis:

WWTP Existing Demand (MGD) * Pollutant Discharge Treatment Level (MG / L) * 365 days * 8.344 (Constant Conversion Factor) = Pounds of pollutant per year: Source: MDP

Tier II Waters

The State of Maryland has also adopted an anti-degradation policy requiring special protection for waters of very high quality, also referred to as Tier II waterways. No Tier II water bodies are within the corporate limits of the City.

NON-POINT SOURCE ASSESSMENT

Land use changes have a direct influence on water quality. The location of new development, whether or not the development is served by community sewer systems or is on private septic systems, the density of development and even decisions about the amount of impervious cover on a specific lot all affect the levels of new pollutants contributed to the waters of the State.

The models designed by MDE that are used in this element to assess pollutant contributions focus primarily on nutrient contributions and especially on nitrogen. The contribution of stormwater management and tributary strategies to this discussion are important for the control of many of the other pollutants generated by development.

Source Data

In preparation of the Comprehensive Plan update, the Salisbury - Wicomico County Department of Planning, Zoning & Community Development conducted a Development Capacity Analysis. The Development Capacity Analysis (“Build-out Analysis”) is an estimate of the total amount of development that may be built in an area under a certain set of assumptions, including applicable land-use laws, policies (e.g., zoning) and environmental constraints. To the extent practicable, the methodology for developing a build-out analysis takes into account parcels (and portions of parcels) that are not developable, including lands under restrictive easements, wetlands, utility right-of-ways and parcels in public ownership. The Build-out Analysis is based on a technical evaluation of the following factors:

- Assessment data from the Maryland Department of Taxation and Assessment;
- Zoning Maps for City of Salisbury and estimates of household yields per acre;
- Protected lands and lands with environmental constraints; and
- Water and Sewerage Plans.

The Build-out Analysis estimates a development capacity of 53,898 new housing units across Wicomico County, including Salisbury and the other seven municipalities in the County. Of those new units, 6,783 are located in the City of Salisbury. The growth projections included as part of this Plan, estimate an additional 4,507 housing units constructed in Salisbury between 2010 and 2030.

Several conclusions can be drawn for the analysis:

- The City of Salisbury is unlikely to reach full build-out within the timeframe of the Comprehensive Plan update (2030);
- Based on the assumptions used in the Development Capacity Analysis, the projected housing unit growth can be fully accommodated within the existing City boundary; however, this GIS-based analysis typically produces a significantly higher number of potential new housing capacity than can actually be realized;
- Despite the fact that full build-out could be accommodated within the current limits of the City of Salisbury, the likelihood remains that the City of Salisbury will annex property and expand its municipal boundary; and
- The development capacity analysis is a useful tool for developing distribution scenarios for projected future growth to be assessed in this Chapter.

Growth Scenarios

For the purpose of this WRE, three different growth scenarios have been created to evaluate non-point source (NPS) pollution. The Build-Out Analysis is used as the first growth scenario since it is likely to occur at some future time in the City of Salisbury. Data from the Build-out Analysis will also be used to distribute projected new housing units under the other two scenario assumptions discussed below.

The second scenario is based on projected housing units in 2030, which have been generated by the Salisbury – Wicomico County Department of Planning, Zoning & Community Development. This scenario assumes a continuation of current concentrations of new development inside the City. The population is then distributed to the two watersheds in the City based on ratios of development in the watershed as a result of the Build-out Analysis. For instance, the Wicomico River Head watershed accounts for 47 percent of the future growth in the Build-out Analysis for Salisbury; therefore, the watershed will account for 47 percent of the growth from the City projected housing units rates. Likewise, the housing units are distributed within the watershed based on land use classification, again using the ratio method.



The third growth scenario takes the second scenario and includes a conservation development approach on development. The ratios for population distribution are the same ratios as in the second scenario. However, in order to demonstrate the difference between sprawl development and conservation development, the acreage calculated for residential and commercial land uses will include portions coded for residential/commercial land use and portions coded for forested land. The split of residential and forested land is used to simulate a development with community open space. The conservation development approach is based on the theory that a conservation design will cluster the housing units and retain 40 percent of land as planted open space. In this scenario, if 20 acres of land were slated for low-density residential land use, then 12 acres would be considered low-density residential, while eight acres would be categorized as forested open space.

Nutrient Loading Analysis – Existing Corporate Boundary

Model & Inputs

To evaluate NPS pollution loadings into receiving waters, the City of Salisbury used the Nutrient Load Analysis Spreadsheet prepared by MDE, which calculates NPS pollution loadings based on different land uses. This spreadsheet produces results that can be used to show a general picture of NPS pollution in the City, while also providing support for more detailed studies as necessary.

The analysis consists of a simple before-and-after assessment of the change in nutrient loads due to proposed land use changes, as well as a comparison among alternative future land use plan options, in this case, the abovementioned growth scenarios. The Maryland Department of the Environment developed the nutrient load calculation spreadsheet that serves as the default tool. This spreadsheet calculates base nitrogen and phosphorus NPS loads for various land use/land cover classifications and septic systems by State Basin; the Lower Eastern Shore serves as the basin that encompasses the City of Salisbury. However, for the purposes of this Water Resource Element, the model was run by watershed.

The model uses three inputs: land use acreages; number of residential septic systems; and the acreage of non-residential land to be served by septic systems for the three distinctive growth scenarios. In addition, the percentage of impervious surfaces by land use and by watershed is also incorporated into the model. The model was run to show the existing conditions of the City of Salisbury and three other land use options identified in the Growth Scenarios discussion included in this chapter. Each run of the model includes results summarized by watershed. Each of these Scenarios assumes that the City of Salisbury will continue to be the regional center of the Eastern Shore for attracting new residential, commercial, and industrial development. Because development in the City will be at higher densities due to existing or planned public water and sewer systems, these numbers support a more compact pattern of development within the watershed than would otherwise be experienced if the development were to occur beyond the City limits at lower densities due to the absence of public water and sewer.

The loading rates for future land use reflect implementation of best management strategies (BMPs) suggested in the associated Tributary Strategy. Some of the strategies include: riparian buffers; erosion and sediment control; and enhanced stormwater management. These strategies are built into the model to ensure that the loading outputs will reflect only the changes in land use patterns.

Results of NPS Analysis

Two different geographies were modeled, one for each watershed in the existing corporate limits of the City; the Lower Wicomico River and the Wicomico River Head. **Table 5-5** shows the nitrogen and phosphorus outputs for both watersheds under existing conditions and the three scenarios developed for the City. The nitrogen and phosphorus loads vary based on the three growth scenarios developed.

The model results (**Table 5-5**) show that future nutrient loads are heavily impacted by four factors:

- The amount of new land developed;
- How much of the new growth occurs on land formerly designated as cropland, mixed forest, and deciduous forest;
- Whether new growth occurs on municipal sewer systems or there are substantial increases in septic systems; however, this is not an issue within the existing corporate limits of Salisbury because all properties are served by public water and sewerage systems. This factor is important as it relates to the future growth areas identified in the Municipal Growth Element. As properties are annexed into the City, individual wells and septic systems will be replaced with City water and sewer services, which this change in service will significantly reduce the amount of nitrogen from non-point sources; and
- Whether on-site conservation practices, such as clustering of housing units and encouraging a reduction in the amount of impervious surfaces, are employed to lessen the acreages impacted in each land use.

The model results demonstrate a slight increase in nitrogen for scenario one in comparison to the existing conditions. This slight increase should be anticipated because of the addition of 6,783 new housing units that would occur based on the ultimate build-out within the existing corporate limits of the City. For the purpose of this discussion, the analysis is focused on the differences of the nutrient contributions between existing conditions and scenarios two and three.

Scenarios two and three both account for an additional 4,507 housing units that have been allocated between the two watersheds by the year 2030. Using this approach, the results of the model reflect the overall reductions in NPS contributions (nitrogen and phosphorus) as a result of land use changes associated with projected growth. Scenario two shows a decrease of nitrogen in both watersheds when compared to existing conditions. If the land use pattern of Scenario two is implemented, there is an overall reduction of 650 lbs/yr of nitrogen when compared to existing conditions for both the Lower Wicomico River and Wicomico River Head watersheds. Although this reduction does not appear to be significant, it is important to note Scenarios two and three both account for an additional 4,507 housing units compared to existing conditions.

Scenario three represents the largest reduction of nitrogen in both of the watersheds when compared to the existing conditions, as well as Scenario two. Using Scenario 3, nitrogen contributions will decrease by 1,327 lbs/yr and 677 lbs/year when compared to existing conditions and Scenario 2, respectively.

In Scenario two and three, the increase in the amount of forested land within the City offsets any potential nitrogen increase due to new development, causing a reduction in nitrogen pollution. While the interaction between growth and land use change is complex, the land use changes in the City indicate a change from open fields and agriculture to a predominantly residential pattern combined with increasing tree cover actually decreases the amount of nitrogen contributions. Ultimately, the difference between Scenario two and three is the amount of lot coverage, Scenario three assumes a smaller footprint for impervious surfaces and more trees.

When compared to existing conditions, phosphorus will decrease marginally in Scenarios two and three, because of a reduction of applied phosphorus products in the City. The largest reduction in phosphorus occurs with Scenario one; a reduction of 347 pounds/year from 3,562 pounds/year (existing) to 3,215 pounds/year, a decrease of roughly 10 percent. The second and third growth scenario both also reduce phosphorus though by a lesser amount.



It is important to note, the individual nitrogen and phosphorus loading rates for Salisbury’s portion of the Lower Wicomico River watershed are well within the established TMDLs. In fact, Salisbury’s nitrogen and phosphorus contributions for Scenario three, 28,820 and 2,063 pounds/year respectively, account for only 3 percent of the total nitrogen TMDL and only 6 percent of the total phosphorus TMDL for the entire watershed, which includes portions of Salisbury and Wicomico County.

**TABLE 5-5: SALISBURY EXISTING CORPORATE BOUNDARY
NON-POINT SOURCE CONTRIBUTION
of
NITROGEN & PHOSPHORUS (2030)**

WATERSHED	Existing Nitrogen (lbs./yr.)	SCENARIO 1 Nitrogen (lbs./yr.)	SCENARIO 2 Nitrogen (lbs./yr.)	SCENARIO 3 Nitrogen (lbs./yr.)
Lower Wicomico River	30,655	30,840	29,020	28,820
Wicomico River Head	18,093	20,620	19,078	18,601
TOTAL	48,748	51,460	48,098	47,421
WATERSHED	Existing Phosphorus (lbs./yr.)	SCENARIO 1 Phosphorus (lbs./yr.)	SCENARIO 2 Phosphorus (lbs./yr.)	SCENARIO 3 Phosphorus (lbs./yr.)
Lower Wicomico River	2,228	1,888	1,935	2,063
Wicomico River Head	1,334	1,327	1,331	1,332
TOTAL	3,562	3,215	3,226	3,395

Source: KCI (2009)

More detailed information about the results of the NPS Analyses can be found in **Appendix 4** of this Plan.

Impervious Surfaces

The percentages of impervious surfaces by land use and by watershed were incorporated into the model. Impervious surfaces are man-made surfaces (e.g. roads, sidewalks, and parking lots), which do not allow rainwater to enter the ground. The total amount of impervious surface in a watershed is a key indicator of water quality. According to the Center for Watershed Protection, water quality in streams tends to decline as watersheds approach 10 percent impervious coverage. Water quality is extremely impacted when a watershed approaches 25 percent impervious coverage. **Table 5-6** summarizes existing and potential percent of impervious coverage by watershed for each of the three growth scenarios used in the model as well as the existing conditions.

TABLE 5-6: CITY OF SALISBURY – IMPERVIOUS SURFACES (ACRES)

	<i>Existing</i>	<i>Scenario 1</i>	<i>Scenario 2</i>	<i>Scenario 3</i>
Wicomico River Head	8.5%	12.8%	11.2%	10.3%
Lower Wicomico	4.6%	6.6%	5.9%	5.5%

Source: Maryland Department of the Environment, KCI Technologies, and Salisbury - Wicomico County Department of Planning, Zoning and Community Development (2010)

Several assumptions are reflected in **Table 5-6**. First, even though Salisbury is the major development center for Wicomico County and the Lower Eastern Shore, the watersheds in this area have substantial undeveloped areas outside of the City limits, and the percentages accordingly show a fairly low percentage of impervious cover. Scenario 1 shows a significant increase in impervious cover based on assumed ultimate build-out in the existing City limits, which is highly unlikely to occur in the next 50 to 100 years. Scenario 2 is more likely to occur based on current housing unit projections developed by the State of Maryland. Scenario 3 assumes the same level of growth, in terms of population and housing units, but a more efficient pattern of land use development on a site by site basis, using LEED techniques, clustering of housing units, and incorporating new stormwater management techniques, which reduce the overall amount of impervious surface for a development.

Nutrient Loading Analysis - Municipal Growth Area

The non-point source analysis contained in **Table 5-5** is based on growth scenarios within the existing limits of the City of Salisbury. Mandated changes to municipal planning requirements as outlined in Article 66B of the Annotated Code of Maryland, which also requires that each municipality prepares a Municipal Growth Element, which appears as **Chapter 12** in this Plan. The Municipal Growth Element for this Plan has been coordinated closely between the City of Salisbury and the Town of Delmar, City of Fruitland, and Wicomico County. Consistent with annexation plan adopted by the City, future water and sewer service in the growth areas is contingent upon annexation into the City of Salisbury.

The fact that an area is shown in the Municipal Growth Area does not guarantee that it will be annexed during the time frame of this Comprehensive Plan nor does it commit the City of Salisbury to enter into an annexation.

The Water Resources Element must account for potential growth in the Municipal Growth Area. The following analysis of the non-point source contributions attributed to the Municipal Growth Element is based on these assumptions:

1. **Table 5-2** represents the total amount of residential and commercial growth through the 2030 planning horizon, which are consistent with flow projections shown in the Draft 2010 Wicomico County Comprehensive Water and Sewerage Plan, as well as the adopted Wicomico County Water Resources Element Draft; and
2. The nutrient loadings of in **Table 5-7** in this section are based on growth scenarios developed for the Water Resources Element of the 2010 Wicomico County Comprehensive Plan.



**TABLE 5-7: SALISBURY MUNICIPAL GROWTH AREA
NON-POINT SOURCE CONTRIBUTION
of
NITROGEN & PHOSPHORUS (2030)**

WATERSHED	Existing Nitrogen (lbs./yr.)	SCENARIO 1 Nitrogen (lbs./yr.)	SCENARIO 2 Nitrogen (lbs./yr.)	SCENARIO 3 Nitrogen (lbs./yr.)
Lower Wicomico River	136,455	120,825	128,037	124,730
Wicomico River Head	62,057	49,905	54,153	53,433
TOTALS	198,512	170,730	182,160	178,163
WATERSHED	Existing Phosphorus (lbs./yr.)	SCENARIO 1 Phosphorus (lbs./yr.)	SCENARIO 2 Phosphorus (lbs./yr.)	SCENARIO 3 Phosphorus (lbs./yr.)
Lower Wicomico River	7,797	7,094	6,811	6,535
Wicomico River Head	3,123	2,702	2,908	2,848
TOTALS	10,920	9,796	9,719	9,383

Source: KCI Technologies (2010)

The three scenarios shown here are based upon the Water Resources Element prepared for the 2010 Wicomico County Comprehensive Plan and have been used to assist in the preparation of the Municipal Growth Element included in this Plan. Scenario 1 is a fairly low density, untargeted pattern of future growth that would, if implemented, be inconsistent with the City’s Municipal Growth Element as described in **Chapter 12** of this Plan. Scenario 2 focused on targeting growth and development to the County’s Metro Core. It is consistent with the Municipal Growth Element in terms of the total amount of growth projected through 2030 for Salisbury and its environs. Scenario 3 extrapolated the anticipated growth incorporated in Scenario 2 and incorporates conservation design techniques to reduce impervious surfaces in development proposals.

STORMWATER MANAGEMENT ISSUES

Stormwater issues occur in many developed areas due to an increase in impervious surface cover. In natural areas, stormwater is slowed by existing vegetation, which allows the soil to absorb the majority of water. In cases of development, stormwater hits impervious surfaces, gathers, and travels to the nearest collection of water, whether it is a receiving stream or stormwater collection system. Since the impervious surfaces cover the soil, water can not be completely absorbed and used to recharge aquifers. Water picks up speed, since it cannot be absorbed and may cause scouring and erosion in a receiving stream. Additionally, stormwater can not go through natural filtration for nitrogen and phosphorus removal while traveling along impervious surfaces, and instead, typically picks up more pollution from road salt, road residue, and tire residue. All of these factors combine to support the claim that untreated stormwater needs to be mitigated in order to reduce adverse effects to the receiving water bodies.

In the City of Salisbury, though the above described process does occur, the City has a relatively flat topography, allowing for an exaggerated sheet flow, reducing nutrient pollution in stormwater runoff. The topography also produces slower flows due to the lack of gravity pulling water down hills, reducing erosion potential.

Stormwater Management Ordinance

The City of Salisbury has an existing Stormwater Management Ordinance that covers all required materials for development. This ordinance details what power it has over development, the exemptions allowed, and the details of obtaining a waiver or variance, if applicable. The City addresses redevelopment separately, allowing some leniency for developers looking to redevelop property within existing neighborhoods.

The Stormwater Management Ordinance additionally discusses what actions should be included for acceptable stormwater management, including the creation of stormwater management plans. The chapter covers stormwater management measures, the preparation of the plan as well as its contents, review and approval, and refers to design criteria. These sections essentially serve as instructions for developers who need stormwater management, detailing what he/she may have to do and how to present it to the City.

Lastly, the ordinance discusses permitting, inspection, maintenance, appeals, severability, and penalties. These sections of the ordinance ensure that developers are completing appropriate stormwater management techniques to achieve optimum results. If, for some reason, the approved stormwater management plan is not followed or implemented properly, the City has established in its ordinance a way to make sure the developer solves the issues or be penalized.

In an effort to reflect the State's stormwater management BMPs, the City should update and implement the City's Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.

ANALYSIS OF WATER RESOURCE ISSUES

This element has detailed numerous issues and constraints that need to be further addressed by the City of Salisbury. Among the issues are aquifer quantity and quality as well as non-point source (NPS) pollution. Additionally, sewer infrastructure capacity constrains growth in certain areas, unless properly expanded. Additional issues raised concern saltwater intrusion, though not a specific constraint or issue at present. This section will first discuss the nutrient model results in-depth and then discuss the other issues identified throughout the plan.

A constraint to growth is the current sewer capacity in Salisbury. While there is enough capacity for the existing population, increasing the number of households will also create a higher demand for sewer capacity. The second phase of capacity expansion will need to be agreed upon by the City and Wicomico County to ensure that growth demand is accommodated.

One last issue to identify is non-point source pollution. The nutrient loading outcomes that were modeled do not show nitrogen or phosphorus constraints; however, they allow the City to identify a preferred pattern of growth with the least amount of nitrogen and phosphorus loads.

Table 5-8 summarizes the contributions of point and non-point sources associated with Scenario three for the existing corporate boundary of the City, as well as the Municipal Growth Areas for the entire Lower Wicomico and Wicomico River Head watersheds. As was discussed earlier in this Element, the combination of point and non-point sources is less under Scenario three for each watershed in the City. Guidance from the State of Maryland suggested that the Water Resources Element should identify that pattern of future growth and development that has the least impact on water resources. Scenario Three is consistent with the pattern of future growth shown in the Land Use Plan Element of this Comprehensive Plan and is consistent with the land use management policies and strategies found in the Land Use Element, Sensitive Areas Element, and other elements of this Plan.



Table 5-8 is a snapshot of what might be achieved by 2030 based on existing land use plans and existing technologies for treating nutrient contributions from point and non-point sources. As treatment technologies and land development techniques change over time, the new technologies and techniques should be used in new WWTPs to ensure a reduction in point source contributions of pollutants.

**TABLE 5-8: CITY OF SALISBURY
TOTAL COMBINED NUTRIENT LOADS
BY WATERSHED (2030)**

WATERSHED	NITROGEN Lbs/year	PHOSPHORUS Lbs/Year
Wicomico River Head		
Non-Point Contribution	152,950	9,690
Town of Delmar WWTP	9,137	914
TOTAL	162,087	10,604
Lower Wicomico River		
Non-Point Contribution	353,333	21,835
Salisbury WWTP	63,683	6,368
Fruitland WWTP	9,228	923
TOTAL	426,244	29,126

SOURCE: Maryland Department of the Environment (2009), and KCI Technologies (2010)

Based upon the analysis presented here the City is recommending a land use Plan that is consistent with that Scenario. This Plan and the 2010 Wicomico County Comprehensive Plan both recommend land use patterns that are based on targeting growth to areas with water and sewer services and incorporating development guidelines that encourage conservation design techniques. In addition to the non-point contributions, **Table 5-8** also reflects projected 2030 contributions from the three major WWTPs (Salisbury, Delmar, and Fruitland) in these watersheds. For the background on how these nutrient loadings were derived beyond the limits of the City of Salisbury the reader should refer to the Comprehensive Plans for Wicomico County and the Town of Delmar and City of Fruitland.

Potential Changes to Land Use

Potential changes to land use for the City of Salisbury deal mainly with increasing sewer demand, though this solution is a capital improvement. Furthermore, growth scenario three shows to have the most favorable nutrient loadings of any scenario, therefore, it has been used to create the future land use map. The City should ensure that underlying zoning encourages redevelopment by creating incentives. Additionally, developing improved facilities within the City will help support additional growth as well as additional economic growth.

Infrastructure Improvements

Capital improvements are needed in the City’s sewer and water systems. These improvements are under municipal control; however, the second phase of expansion expected at the WWTP needs to be coordinated with Wicomico County as well. Additionally, the Wicomico County Water and Sewerage Plan will address these constraints and improvements in more depth. More information about future Capital Improvements is found in **Chapter 6**, Community Facilities and the City of Salisbury Capital Improvements Program, located on the City’s website.

Water Conservation

In general, the City should begin implementing water conservation techniques before water levels in the aquifers begin to lower in the region. For example, retrofitting or replacing water fixtures with water-saving equipment in place of conventional plumbing fixtures, repairing all leaks in and around the home,

and limiting watering of lawns to gardens. To learn more about water conservation techniques visit the MDE website.

Nutrient Trading

Nutrient Trading is a concept in which reductions necessary to meet TMDL or other standards might be achieved in one watershed in order to offset a failure to meet TMDL or other limits in an impaired watershed. At the moment, such an approach is not necessary to accommodate growth and development in the City of Salisbury. However at some future date, should regulatory restrictions or nutrient caps be put in place that limits the ability of the city to grow in accordance with its Comprehensive Plan, this may be an approach that would allow the City to accommodate more growth by providing for nutrient reductions in a neighboring watershed.

Saltwater Intrusion

Saltwater intrusion is an issue that does not pose a threat to the City of Salisbury currently; however, this issue should receive some focus in future discussions. The MGS, in conjunction with the USGS Coastal Plain Study, will create a database that will include a distribution of brackish water in major aquifers. The City of Salisbury should be aware of this and take steps to prevent saltwater intrusion in the future.

Jurisdictional Issues

The water table traverses political boundaries into other jurisdictions. Because of this, it is important that the City of Salisbury continues to coordinate with Wicomico, Somerset, Worcester, and Dorchester Counties in Maryland, to resolve any issues that may arise. To date, the City of Salisbury has coordinated with Wicomico County in the preparation of this document.

Wicomico County Comprehensive Water & Sewerage Plan

The County is responsible for the preparation of a County Comprehensive Water and Sewerage Plan, which delineates planned system capacity and expansions over a 10-year time frame, as well as mapping the proposed service area expansions over the same time period. At the time of this publication, the County is in the final stages of updating the 1990 Wicomico County Comprehensive Water and Sewerage Plan, which includes the mapping of the service areas. Therefore, this element does not contain the service area maps. It is recommended that future amendments or revisions to this WRE include service area maps of the City in effect at the time of the WRE amendment. Upon completion of the County Comprehensive Water and Sewerage Plan, the document will require approvals by the County and the Maryland Department of the Environment (MDE).

CHAPTER 6: COMMUNITY FACILITIES

INTRODUCTION

The Community Facilities Element for the City of Salisbury is intended to serve as a guide for establishing and maintaining community facilities for a growing population of City residents. As the population of the City increases, the 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. The purpose of this Community Facilities Element is to plan for the growing demand on these services and provide them as efficiently as possible.

This element is divided into three major components: Utilities and Public Services; Education; and Open Space and Recreation. Each division includes a brief description of the existing systems.

GOALS

- 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.

OBJECTIVES

- Maintain and/or provide adequate sewer and drainage systems to protect the health, safety, and welfare of all City residents.
- Insure that the costs associated with providing sufficient public water and sewerage system facilities are equitably distributed between public and private sectors.
- Provide adequate management and disposal of all non-hazardous waste materials generated within the City of Salisbury in an efficient and environmentally sound manner.
- Encourage the preservation of land and cultural resources. Increase the availability of recreational areas to improve the quality of life within the City.
- Provide an array of recreational facilities and programs throughout the City that are available to all City residents.
- Provide an open space network along rivers and branches that traverse residential and other developed areas to establish an interconnected open space network.
- Provide accessibility of important community gathering spaces such as schools, fire stations, libraries and parks through carefully planned and inter-connected networks serving pedestrians, bicyclists and automobile drivers.

IMPLEMENTATION STRATEGIES

- Require that functionally adequate drainage systems be provided for all urban development.
- Upon adoption, implement the strategies contained in the City Water – Sewer Allocation Management Plan.
- Update and implement the City’s Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Obtain an expanded groundwater appropriation permit to meet future demand.

- Research, identify, and implement best management practices of Stormwater Management in an effort to reduce floatables' and other undesired debris from entering the waterbodies.
- Map key community facilities with respect to their location on roadways, bikeways and pedestrian networks and identify capital projects or developer exactions to create necessary linkages throughout the City.
- Promote reduction, reuse, and recycling awareness and education for City residents to eliminate as many waste items as possible.
- Continue to explore opportunities to implement the recommendations of the Recycling Committee.
- Require developers of new multi-family projects to provide site plans that delineate areas for the specific use of recycling containers that are designed in an aesthetically pleasing manner. In addition, the developer should provide the containers once the development has been constructed.
- Develop public facilities that are minimally disruptive to the environment during construction and operation that 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 explore and identify possible locations for a City Hall in the Downtown area.
- Continue to coordinate with the WCBOE to ensure educational facilities are adequate in size to accommodate the anticipated enrollment in their service areas.
- Combine, where possible, schools and recreation sites to provide benefits of safety, convenience, and economy.
- Make multiple uses of drainage facilities where possible for recreation and conservation purposes.
- Preserve open spaces and provide a system of green corridors along the riverbanks through the City for recreational use and as wildlife habitat.
- Continue to encourage service clubs and other organizations to assist in landscaping and maintenance efforts of small open spaces, often at intersections with aesthetically pleasing native plantings.
- Require all residential developers to provide adequate green and open space for the developing neighborhood.
- 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 residential development.

UTILITIES & PUBLIC SERVICES

Water

The water system for the City of Salisbury is a municipally owned and operated system consisting of two water plants located in the City Park (Park Water Treatment Plant) and on Naylor Mill Road (Paleo Water Treatment Plant). **See Map 6-1.** The Park Water Treatment Plant withdraws water from the Salisbury Aquifer and the Paleo Treatment Plant receives its source water from the Paleochannel. Depending on the report or study, the Salisbury Aquifer has been referred to as the Columbia Aquifer, Quaternary Aquifer, Pleistocene Aquifer, Beaverdam sand, red-gravelly sand, and the Pensauken formation. For the purpose of this Plan, all references to this underground source of water will be referred to as the Salisbury Aquifer.

The City Department of Public Works is responsible for the operation of the two municipal water systems. The facilities are permitted by the Maryland Department of the Environment (MDE) to withdraw up to 7.6 million gallons of water per day (MGD) from their 11 production wells, of which 10

wells are currently being used. The two treatment facilities have a combined capacity of approximately 12.0 MGD with the maximum capacity for each facility of 5.7 MGD at the Park plant and 6.3 MGD at the Paleo plant. Based on the actual flows over the past ten years, the highest demand was 6.2 MGD in 2005 and the lowest annual consumption of 5.4 MGD in 2000. As contained in the Water Resources Element (WRE), Chapter 5, estimated annual consumption in 2010 has been projected at 6.90 MGD, of which the 4.01 MGD has been allocated to commercial and industrial usage and 2.89 MGD for residential users.

To provide this service to the City and nearby areas of Wicomico County, the City's potable water distribution system is comprised of five-high service pumps that discharge treated water into the distribution system and storage facilities. The distribution system consists of a network of mains that vary in size from 4 inches to 30 inches that extends over a hundred miles. In addition to the distribution network, the City has three overhead storage tanks (College Avenue, Edgemore Avenue and Wor-Wic Community College) and two underground reservoirs with a combined storage capacity of 2.875 million gallons.

Future changes to the water system include:

- Expansion of the Naylor Mill Road facility from 6.5 MGD to 12 MGD;
- New 2 MGD elevated storage tank on Milford Street;
- New 1 MGD elevated storage tank at the Salisbury Waste Water Treatment Plant;
- New 1 MGD ground-level storage tank at Paleo Water Treatment Plant;
- Decommission College Avenue elevated storage tank;
- Decommission Edgemore Avenue elevated storage tank;
- New well #3 at the Paleo Water Treatment Plant; and
- Increase Park Water Treatment Plant production by 1 MGD with new wells and raw water lines.

Additional information about the two water treatment facilities, treatment technology, distribution network and an assessment of the impacts of potential future growth and development are discussed in the WRE of this Plan (**Chapter 5**). Information about the wellhead protection areas located in the City is contained in the Sensitive Areas Element (**Chapter 4**).

Sewerage

The City owns and operates a complex sanitary sewerage collection system and a waste water treatment plant (WWTP) located on Marine Road. **See Map 6-1.** The City WWTP serves all properties within the corporate boundaries as well as approximately 1,300 housing units in areas that are contiguous or near the City boundary.

This central sewerage system currently has an estimated wastewater flow of 5.86 MGD, of which residential uses account for 2.6 MGD and commercial and industrial flows that account for the remaining 3.26 MGD. Recent upgrades to the existing WWTP increased the plant capacity from 6.8 MGD to 8.5 MGD with a peak flow of approximately 25 MGD. This is more than sufficient to accommodate the impacts associated with future growth and development envisioned in this Plan, which extends to 2030. As the population continues to increase in the future, beyond the timeframe of this Plan, the City has a strategy in place to increase the daily capacity to 10.2 MGD with a peak flow of approximately 30 MGD.

In addition to the recent capacity expansion, the WWTP also improved the treatment technology from a secondary level system to an enhanced nutrient reduction (ENR) system. In comparison to the previous treatment system, this shift in treatment technology significantly decreases the amount of nutrient and sediment contributions being discharged into the Wicomico River.

Besides the WWTP, the sewerage system consists of two-major pumping stations, North Side Station on Fitzwater Street and South Side Station on Ridge Road, along with 47 lift stations and a network of connected sewer mains, varying in size from 6 inches to 30 inches, stretching over 159 miles.

The WRE of this Plan contains additional information about future estimated flow demands in comparison to the capacity of the central sewerage system network and the WWTP. In addition, the WRE (**Chapter 5**) analyzes the impact of future growth as it relates to nutrient loads from point-source pollution.

Water – Sewerage Allocation Master Plan (WSAMP)

The purpose of the WSAMP is to implement a process to inventory and track the allocation of new water and sewer connections and increased water consumption by large industrial users in an effort to avoid over-allocation to prospective users. Over-allocation could result in overflows at the WWTP, as well as violations of the City’s groundwater appropriation permit for potable water withdrawal. The WSAMP is required by MDE when water demands or wastewater treatment flows exceed 80% of the groundwater appropriation permit or the rated WWTP capacity. At the time of this publication, the City is currently at 76% of the groundwater appropriation permit and 59% of the rated WWTP capacity.

Stormwater Management

The City of Salisbury has an existing Stormwater Management Ordinance that covers all required materials for development. This Ordinance details what authority it has over development, the exemptions allowed, and outlines the process for obtaining a waiver or variance, if applicable. The City addresses redevelopment separately, allowing some leniency for developers looking to redevelop property within existing neighborhoods.

The Stormwater Management Ordinance additionally discusses the actions that should be included for acceptable stormwater management, including the creation of stormwater management plans. Also, the Ordinance outlines the required stormwater management measures, the contents of a management plan, as well as its review and approval procedures, and refers to design criteria. These sections essentially serve as instructions for City development projects requiring stormwater management.

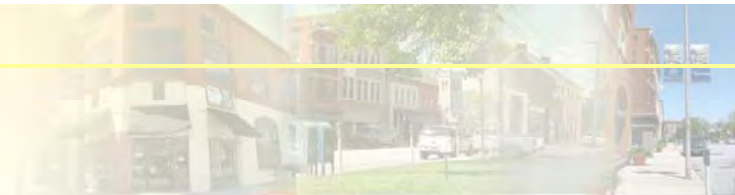
Lastly, the Ordinance discusses permitting, inspection, maintenance, appeals, severability, and penalties. These sections of the Ordinance ensure that developers are completing appropriate stormwater management techniques to achieve optimum results. If, for some reason, the approved stormwater management plan is not followed or implemented properly, the City has included provisions in its Ordinance to make sure the developer resolves the issues or is penalized.

The Sensitive Areas Element (**Chapter 4**) contains additional recommendations for enhancing the stormwater management program in an effort to protect streams and water quality, reduce the amount of floatables/debris entering into our waterways as a result of the stormwater collection system, as well as an implementation strategy to update the City’s SWM Ordinance to reflect recent revisions to the State’s stormwater regulations. Because of its importance to the environment, the implementation strategy to revise the City’s Stormwater Ordinance to reflect recent and future revisions to the State’s Stormwater Ordinance has also been included in this Chapter.

Police

The Salisbury Police Department is located on the corner of US Route 50 and Delaware Avenue at 699 West Salisbury Parkway (U.S. Route 50 West) as indicated on **Map 6-1**. It is an accredited full service police department employing 88 police officers and 28 civilians. The Police Department consists of three major divisions; administration, operations, and criminal investigations.

These three divisions combine to offer the following services:



- Community Action Team;
- Criminal Investigation;
- Narcotics Task Force;
- Accident Investigation;
- Victims Assistance;
- Citizens and Youth Police Academies;
- Fingerprinting of Children;
- Graffiti Elimination; and
- Animal Control.

The Salisbury Police Department (SPD) has several crime prevention programs directed towards thwarting a crime before it can transpire. For example, the Bicycle Theft Protection and Dwellings that are Temporarily Vacant are two programs that have been initiated in an attempt to reduce future crime.

The City is one of 42 sub-divisions that have partnered with the State as part of the Collaborative Supervision & Focused Enforcement, Violence Prevention Initiative (CSAFE-VPI). The primary objective of the CSAFE-VPI program is to identify areas demonstrating the most significant violent crime and subsequently promote strategies to reduce crime and ensure public safety. This program improves public safety by combining intensive supervision, community policing, and mobilization with activities to reclaim public space. Intensive supervision of adult and juvenile offenders and other strategies assist the community to become self-sufficient. Salisbury has two CSAFE areas, CSAFE 1 includes locations in the Church Street/Doverdale area and CSAFE 2 includes locations on the Westside of the City.

In addition to combating crime as a result of human misconduct, the City Police Department has two full time animal control officers. Both officers are trained in handling domestic as well as wild animals indigenous to this area. These animal control specialists are responsible for enforcing the City's ordinance concerning dogs, fowl and other animals.

The Salisbury Police Department has an Auxiliary Officer program to assist the Police Department with various non-law enforcement capacities including, but not limited too, traffic direction, clerical/data entry duties, service of non-criminal documents, parking enforcement, communications and taking minor offense reports. This Auxiliary Unit is unarmed, has no arrest powers, shall not be commissioned as a law enforcement officer, and will not be assigned duties of a sworn officer.

The adequacy of the police force is continually evaluated based on changing population numbers.

Fire, Rescue, and Emergency Medical Services

The mission of the Salisbury Fire Department (SFD) is to ensure the health, safety and well being of our community by providing prevention and mitigation of fire and life safety hazards in an effective and efficient manner.

The Salisbury Fire Department which operates three fire stations (Headquarters located at 325 Cypress Street, Station 1 located at 1100 Beaglin Park Drive, and Station 2 located at 801 Brown Street), is the only combination of volunteer/career fire department in the County. **See Map 6-1.** The Salisbury Fire District, which encompasses an area that is approximately 54 square miles, includes all of the area within the municipal boundary and areas outside the City limits as agreed upon with the Wicomico County Fire Chiefs Association. The SFD provides fire, emergency medical and special operations services including:

- Emergency Medical Services and Advanced Life Support;
- Heavy rescue and extrication;
- Hazardous materials response and mitigation;
- Confined space entry and rescue;
- Marine surface and sub-surface firefighting and rescue;
- Trench collapse entry and rescue;
- High angle rescue;
- Hazardous devices;
- Protection from acts of terrorism; and
- Public education and fire prevention services.

Although the principle services (fire, rescue, EMS) are provided primarily within the Salisbury Fire District, the City provides assistance throughout the region (including Maryland, Delaware, and Virginia) as requested. The City’s fire department is the primary provider of special operations services for all of Wicomico County and much of the lower Eastern Shore Region. The department is the largest and busiest member of Wicomico County’s emergency services agencies responding to more calls for service than all of the other independent volunteer fire departments in Wicomico County.

The Fire Department is staffed by 64 career uniformed employees, 120 active volunteer firefighters, and two civilians. The SFD’s capital apparatus inventory includes the following: four engines; one tower ladder/aerial; two ladder trucks; one heavy rescue; five advanced life support state certified ambulances; one brush unit; one Dive Rescue Unit; one HAZMAT/CBRNE vehicle; one spill response trailer; two marine vessels; and one command unit.

City-Owned Parking Facilities

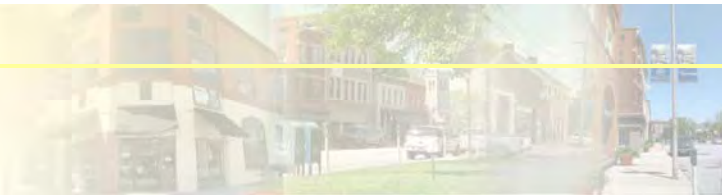
The City of Salisbury hired Desmond Associates in 2007 to conduct and prepare a parking study for the Downtown area, with a focus on the City-owned and managed off-street parking lots. The study identified 15 locations with off street public parking with 2,089 spaces, including the 700 space parking deck on South Division Street. **See Map 6-2.** The City-owned parking facilities represent the only remaining undeveloped parcels in Downtown. While these parking lots are currently serving an important public use they also represent potential for redevelopment in the future.

An important finding of this study was that publicly available parking in the downtown area was only utilized at a 53% rate during peak periods, indicating that there is not at present a need for additional parking based on current usage rates.

Parking Utilization: Selected Lots in Downtown Salisbury

Lot	Supply	Occupancy	Rate
1	314	188	60%
Deck	700	439	63%
9	38	27	71%
11	131	86	66%
12	66	30	45%
15	50	26	52%

New retail and residential land uses are beginning to emerge as the City is experiencing new revitalization efforts within downtown Salisbury. From a parking perspective, residential redevelopment presents a



new set of challenges. There are a number of planned development projects that will have an impact on the public parking system.

With the introduction of new developments and the absorption of vacant yet viable downtown building stock, downtown Salisbury will still experience a modest and manageable parking surplus. However, that surplus presumes that the public parking program can effectively redistribute parking demand from one lot to another through effective pricing, signage, and permit allocation strategies. Though it is anticipated that a large parking structure would be built in conjunction with the potential redevelopment of Lot 1 and the Firehouse Station, a modest parking deficit will be created within that development block. Nonetheless, surpluses in adjacent and peripheral blocks would be able to absorb this impact.

Solid Waste Management

As a community grows and population increases the amount of solid waste generated increases. The proper disposal of solid waste is the responsibility of the County government as it relates to providing the Newland Park landfill and ten transfer stations scattered throughout the County. However, it is a function of the municipalities to provide trash pickup to their residents. Persons residing in the County have the option of hiring a private trash hauler or haul the waste themselves.

The City of Salisbury provides its residents that live in single-family housing units with once a week curbside trash, recycling, and bulk pickup of yard debris services or three times a week for people residing in apartments or townhouses. In addition, the City offers a weekly bulk pickup of non-vegetative items such as refrigerators, freezers, ovens, washers, dryers, etc for a fee. To learn more about the costs or scheduling of bulk pickup services or about weekly collection times for regular trash services contact the City of Salisbury Department of Public Works at (410) 548-3170.

Recycling

When waste is recycled it preserves natural resources, reduces pollution, saves energy and saves space in landfills. Curbside recycling is an easy and convenient way to recycle household waste and reduce the amount of recyclable items entering into the Wicomico County Landfill. The City has clearly demonstrated its commitment to recycling by implementing a recycling program that is a once a week, curbside, free service provided to all City residents.

In 2007, the City adopted Resolution #1491 in 2007 for the establishment of the Recycling Advisory Committee. This eight-person committee of voluntary members was created for the following purposes:

- To provide advice and recommendations to the Director of Public Works, Mayor, and City Council on the current needs, requirements, and the future development of the City's recycling program; and
- To help educate the citizens of Salisbury on the importance and procedures of recycling.

The recycling committee conducts monthly meetings. To learn more about this Committee's meeting times, memberships and accomplishments to date contact the Mayor's Office at (410) 548-3100.

Public Buildings and Facilities

In a cooperative effort between the County and the City of Salisbury, a Government Office Building was dedicated in May 1976. **See Map 6-1.** This structure replaced the previous City Hall, a two-story structure, located on W. Church Street.

In addition to the County Departments located in this facility, the Government Office Building houses City functions including the Mayor's Office, Office of the City Clerk, Buildings Permits & Inspections,



Community Development, Public Works, Internal Services – Procurement & Finance, Human Resources, and the Planning Department.

Over the past 33 years City services have continued to expand. Because of this increasing need for additional space, the City is in need of an expansion and should explore opportunities to build a new facility in the Downtown area that is capable of accommodating all of the City Departments such as Neighborhood Services & Code Compliance, which is currently located on 501B East Church Street. As the City continues to explore possible sites for expansion, first consideration should be given to City-owned sites.

EDUCATION

Schools

There are 15 public schools serving City of Salisbury students: nine elementary schools, three middle schools, and three high schools. **See Map 6-3.** The Wicomico County Board of Education (WCBOE) operates and maintains the schools that serve the entire County including the City of Salisbury.

Due to the nature of the school districting boundaries, most of the 15 schools listed in **Table 6-1** have a mix of students who live within the City of Salisbury and students who live outside of the City boundaries. Because of the dynamic nature of school enrollments, school capacity, and growth and development, the City of Salisbury will continue to coordinate with the WCBOE in an effort to identify future facility needs based on the existing and future development pattern, as well as the increase in population.

In an effort to fund future school construction, as a result of age of the facility or the impact of future growth and development, Wicomico County enacted an educational impact fee in 2006. This impact fee, which was enacted on June 3, 2006, imposes an impact fee on every new residential structure County-wide, unless it is deemed as affordable housing constructed by a not for profit organization or a replacement of an existing dwelling. The fee structure is based on the type of residential structure: single-family detached; and multi-family. The monies collected as a result of this impact fee can only be used for additional school capacity.

**TABLE 6-1: CITY OF SALISBURY
SCHOOL CAPACITY & ENROLLMENT
SEPTEMBER 2009**

School	Capacity	Enrollment (2008)	Percent
-----Elementary Schools-----			
Beaver Run Elementary	563	570	101.2
Charles H. Chipman Elementary	409	403	98.5
East Salisbury Elementary	483	357	73.9
Glen Avenue	391	285	72.9
North Salisbury Elementary	483	522	108.1
Pemberton Elementary	617	637	103.0
Pinehurst Elementary	409	393	96.1
Prince Street Elementary	454	529	116.5
West Salisbury Elementary	269	283	105.0
-----Middle Schools-----			
Bennett Middle	935	868	92.8
Salisbury Middle	999	879	88.0
Wicomico Middle	914	683	74.7
-----High Schools-----			
James M. Bennett High	1,046	1,313	125.5
Parkside High	944	1,256	133.1
Wicomico High	1,205	1,209	100.3
TOTALS:	10,121	10,187	

Source: Wicomico County Board of Education, FY 2010 Educational Facilities Master Plan (2009)

Table 6-1 shows the 2009 state rated capacity and the 2008 student enrollment numbers for the schools serving the City of Salisbury. According to the State of Maryland Public School Program, Administrative Procedures Guide, the state rated capacity is defined as the “maximum number of students that reasonably can be accommodated in a facility without significantly hampering delivery of the educational program.” The capacity for a school is established by a formula derived by multiplying the number of classrooms in each grade by a State approved capacity for each classroom.

Public school enrollments are reported to the State of Maryland every September by the Board of Education. The Board of Education annually projects future school enrollments over a ten-year period. Enrollment projections must be done so 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. In 2009, enrollments in the 15 schools listed above totaled 10,187 students, compared to a combined capacity of 10,121. To gain a current insight into school utilization rates (enrollments compared to capacity) reference should be made to the Educational Facility Master Plan prepared by the Wicomico County Board of Education on an annual basis.

In addition to the 10,187 students attending the 15 public schools serving the residents of Salisbury, an additional 2,425 students are enrolled in 13 State certified private schools located in the County. These private institutions are varied with respect to the enrollments and grades offered. **See Table 6-2.**

**TABLE 6-2: WICOMICO COUNTY - PRIVATE SCHOOLS
SEPTEMBER 2009**

School	Grades	Enrollment (2008)
Asbury Child Development	Ages 2 – K	216
Barren Creek Christian Academy	K – 12 th grade	21
Bundles of Joy	PK3 – K	60
Daydreams Learning Center	6 wks – 12 years	42
Faith Baptist	PK3 - 12 th grade	114
St. Francis de Sales Catholic Parish	K – 8 th grade	251
Salisbury Baptist School	K – 12 th grade	46
Salisbury Christian School	PK3 – 12 th grade	627
Salisbury Mennonite School	1 st – 10 th grade	23
Salisbury School	PK3 – 12 th grade	308
Stepping Stones Learning (3 centers)	6 wks – 9 th grade	300
Tenderheart Child Care	6 wks – K	77
Wicomico Day School	PK4 – 8 th grade	340

Source: Wicomico County Board of Education, FY 2010 Educational Facilities Master Plan (2009)

Salisbury University

Salisbury University is a four-year regionally accredited university offering 42 undergraduate and 13 graduate degree programs leading to Bachelor of Arts, Bachelor of Fine Arts, Bachelor of Science, and Bachelor of Arts in Social Work. The ten graduate programs being offered lead to Master of Education, Master of Arts, Master of Business Administration, Master of Science, and Master of Social Work degrees. The enrollment for fall 2008 was 7,281 undergraduate students and 587 graduate students, for a total enrollment of 7,868 students.

Salisbury University's campus is situated just south of the City of Salisbury's business district. **See Map 6-3.** The campus facilities inventory includes 50 buildings that contain approximately 1,300,000 gross square feet (GSF) of space. The University classifies these buildings into three categories: State supported, non-state supported (auxiliary), and leased. Salisbury University has constructed the 144,723 gross square foot Henson Science Hall. This new academic building contains 82,154 net assignable square feet of space. The University recently completed the construction of the Teacher Education and Technology Center, which opened in 2008. This Center is the first LEED certified building on the Eastern Shore. At the time of this publication, the University has begun construction of the new Franklin P. Perdue School of Business building located between Henson Science Hall and southbound U.S. Route 13 Business. Additionally, the University has begun the development of Seagull Square, which is a five-story mixed used building located at the southern edge of the Campus along U.S. Route 13 South (former Allenwood Shopping Center). Seagull Square will consist of roughly 23,000 square feet of retail area and 22,870 sq. ft. of residential, office, and university related space. In an effort to keep pace with the ever increasing enrollments and facility needs, the University has recently purchased two significant land holdings; Dresser Wayne facility located on East College Avenue and the former Nolan Plumbing Supply warehouse located on South Division Street.

The University has ten acres of athletic fields. On the main campus are 12 tennis courts. The other outdoor athletic facilities are located on the east campus. These include the 2,500-seat Sea Gull Stadium, an all-weather, eight-lane track, individual fields, and a baseball diamond.

Wor-Wic Community College

Wor-Wic Community College is a public, two-year college serving the residents of Wicomico, Worcester and Somerset counties. Founded in 1975, the college enrollment of full-time, part-time and continuing

educations is more than 11,000 students in roughly 2,000 classes each year. The main campus is located just outside the City's corporate limits at the intersection of U.S. Route 50 East and Walston Switch Road. **See Map 6-3.** In addition, Wor-Wic Community College offers continuing education classes throughout Maryland's Lower Eastern Shore.

Wor-Wic offers programs that lead to various Associate degrees including Arts, Arts in Teaching, Science, and Applied Science. In an effort to closely coordinate with the surrounding four-year academic institutions, Wor-Wic offers the first two years of a baccalaureate degree with programs such as General Studies, Business, Computer Science, Education, Electronics, and Science, for those that may want to transfer to a four-year college or university. Other credit programs are more occupational in nature, which are designed for individuals that desire entering the work force immediately after two years of college.

University of Maryland Eastern Shore (UMES)

The University of Maryland Eastern Shore (UMES) is a fully accredited four-year university located 13 miles south of Salisbury in Princess Anne, Maryland. The 620-acre University has 3,300 enrolled students of which 93 percent are undergraduates. UMES offers B.A. and B.S. degrees in 26 disciplines of arts and sciences, professional studies, and agricultural sciences. In addition to the undergraduate programs offered at this accredited academic institution, the University also offers eight graduate and Ph.d degrees.

Recently, UMES started offering a four-year engineering degree. Prior to this four-year degree being offered, both Salisbury University and UMES only offered two-year engineering programs. Upon completion of the two-year program, many students would then leave the Eastern Shore and transfer to another University of Maryland School to finish coursework for their degree. This new degree program should not only help to retain students for an additional two years to complete their education but to attract students who would otherwise not choose the Eastern Shore to pursue their education. In addition, UMES offers a degree program in aviation sciences. These technical degree programs along with advanced job opportunities on the Shore will not only attract talent to the region, but help to retain it as well.

Library

The Wicomico Public Library operates the Main Library in downtown Salisbury, the Centre Branch at the Centre at Salisbury, the Pittsville Branch on the campus of the Pittsville Elementary and Middle School, the Bivalve Station, located in the Westside Community Center and a bookmobile, which visits private and public schools, daycare centers, senior centers and neighborhoods throughout the County.

The Library operates under the governance of the Wicomico Public Library Board of Trustees, as per the provisions of the Wicomico County Code and the Code of Maryland. Trustees are appointed by the County Executive and approved by County Council.

The 55,000 sq. ft. Main Library, located at 122 S. Division Street (See **Map 6-3**), also houses the Eastern Shore Regional Library, which serves the eight Eastern Shore county libraries with delivery service, information technology assistance and a variety of programs and services.

The Main Library began life as the National Guard Armory, which opened in 1917. It was converted to the Wicomico County Free Library in 1963, and was renovated and doubled in size in 1980.

National standards for library buildings call for a minimum aggregate total of 1 sq. ft. of library building space per capita, leaving Wicomico County far short of the national standards as it relates to the size of the current facility.

A building feasibility study completed in 2008 recommended replacing the present building with a new facility, citing deficiencies in public access, building codes, HVAC, mechanical, electrical and plumbing infrastructures at the end of their service lives, as well as impending structural deficiencies. Portions of the 1917 Armory remain inside the present building, including the 93-year old wooden post and beam construction nearing the end of its life span, which is supporting upper floor book stacks which exceed its design limits.

A site feasibility study followed the building study, and acquisition of a site for the new Main Library is expected in 2010, using a combination of state grant funds and local matching funds. Design, construction and furnishing of the proposed 72,000 sq. ft. joint facility is expected to be funded by Wicomico County capital improvement plan funds, State capital funds, a local capital fundraising campaign, and other grant funds as may become available.

Special consideration should be given to relocate the library Downtown.

OPEN SPACE & RECREATION

Public Parklands

The City of Salisbury Department of Public Works owns and operates 11 City parks and playgrounds. The City parks are shown in **Table 6-3** and on **Map 6-4**. Currently, there are 140 acres of parkland within the limits of the City of Salisbury. Many City amenities like the Salisbury Zoo serve both City and County residents. Similarly, many of the recreational and open space needs of City residents are met in County facilities. The City Department of Public Works will continue to work closely with Wicomico County to assure that the recreational and open space needs of City and County residents are met and to look for opportunities to collaborate with Wicomico County to provide additional amenities for central Wicomico County.

Consistent with City annexation policy the City will work to assure that open space and recreation areas are reserved in advance of future annexations. Where area-wide needs are present or reasonably foreseen, an annexation should help meet those needs. As a condition for annexation, contributions to area-wide improvements may be provided. Annexation agreements should stipulate the means for protecting stream buffers, sensitive open spaces and wetlands, floodplains, and other environmental features that may be present. In addition, annexation agreements should be used to ensure that environmental features and open spaces that cross properties remain intact and are protected from development.

TABLE 6-3: CITY OF SALISBURY - PARKS

Park	Acres	Location
Comfort Safety Zone Playground	>2	116 East William Street
Doverdale Park & Playground	2.6	Decatur Avenue and Johnson Street
Elizabeth W. Woodcock Park & Playground	2	Riverside Road and Pennsylvania Avenue
Jeanette P. Chipman Boundless Park & Playground	>2	Broad Street and Poplar Hill Road
Lake Street Park & Playground	4.4	710 Lake Street
Newtown Park	2.2	310 Gay Street
Newtown – Camden Tot Lot Park & Playground	0.6	Newton Street and Light Street
Riverwalk Park	6.9	Along the East Branch of the Wicomico River from Circle Avenue to South Salisbury Boulevard
Salisbury City Park & Zoo	113	Along Beaver Dam Creek from Snow Hill Road to Memorial Plaza
Waterside Park & Playground	5	Fitzwater Drive and Parsons Road
Johnson’s Lake Park	0.17	New York Avenue

Source: Salisbury Department of Public Works (2010)

City of Salisbury Comprehensive Plan

City residents can also enjoy the numerous County parks. The Wicomico County Recreation, Parks, and Tourism Department owns and operates the public parklands within the County. Overall, the County operates 38 facilities encompassing over 1,400 acres of land. These facilities include ball fields, tennis courts, basketball courts, playgrounds, pavilions, boat ramps, and boat slips.

In addition to the responsibility of operating parks, the Wicomico County Department of Recreation, Parks, and Tourism is tasked with the preparation of the Land Preservation, Parks & Recreation Plan. In 2006, the Wicomico County Council adopted the 2005 Land Preservation, Parks & Recreation Plan. This 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 also presents a long-range capital improvements program for parks and recreation.

The plan is prepared in response to the requirements of Maryland's Program Open Space (POS), and includes a complete discussion of relevant topics as prescribed in the guidelines from the Maryland Department of Planning and the Maryland Department of Natural Resources for POS plans.

Wicomico Youth and 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. The Center is also home to the main offices of Wicomico County Recreation, Parks and Tourism Department.

MEDICAL AND HEALTH

Health Department

The County provides various health services to the citizens of Wicomico County through the Health Department, which operates with a staff of 225 full-time employees. The Health Department, individually or in conjunction with the Maryland Department of Health and Mental Hygiene, is responsible for the enforcement of all State and local health and sanitation laws. The County Health Department provides services in the areas of maternal and child care, cancer prevention, breast and cervical cancer program, communicable diseases, chronic illnesses, developmental disabilities resource coordination, addictions and mental health care clinics, emergency preparedness and the oral health program. The Department also administers the medical assistance transportation program, which provides transportation for those needing medical care and who have medical assistance.

The Wicomico County Health Department currently conducts numerous activities at various locations including:

- Seth H. Hurdle Building located at 108 East Main Street in Salisbury;
- William C. Fritz Building located at 300 West Carroll Street in Salisbury; and
- E.S. Adkins Building located at 801 N. Salisbury Boulevard, Suite 103 in Salisbury.

Contact the Wicomico County Health Department for more information about the current programs and services offered at 410-749-1244.

Peninsula Regional Medical Center

Peninsula Regional Medical Center, a 358-bed component at the hub of the Peninsula Regional Health System, is a 112-year-old, fully Joint Commission accredited tertiary care facility featuring Delmarva's widest array of specialty and sub-specialty services. Over 330 physicians and 3,000 health care

professionals and volunteers provide the care and compassion that nearly 500,000 patients rely on each year for inpatient, outpatient, diagnostic, subacute and emergency/trauma services.

Peninsula Regional, as the regional leader in health care, welcomes over 2,300 babies annually, treats more than 77,000 people seeking emergency care, performs nearly 14,500 surgical procedures using robotics and minimally invasive techniques and admits more than 21,000 patients for care each year. This year, Peninsula Regional will generate nearly \$300 million in economic benefit back into the local community and economy, while re-investing \$20 million into new health care equipment upgrades. Peninsula Regional also supports numerous affiliations with clinical educational programs at Wor-Wic Community College and Salisbury University that expand nursing, physician assistant, respiratory therapy, and surgical technology opportunities for area students.

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 accredited by the Joint Commission and licensed by Office of Health Care Quality. The hospital provides outcome-oriented, comprehensive management of complex medical conditions with a focus on interdisciplinary rehabilitation programs in three levels of care: specialty hospital; dialysis inpatient and outpatient center; and skilled and long-term care. Occupational, physical, and speech therapy are provided on both an inpatient and outpatient basis. Respiratory therapy is provided seven days a week.

Deer’s Head specializes in treating patients with complex medical issues including traumatic brain injury, amputation, spinal cord injury, stroke, wound and infectious disease management. The facility has just added a new transitional apartment available to prepare patients for their discharge home.

Holly Center

The Holly Center is a State-operated, 24 hour residential training facility for individuals with developmental disabilities and serves Maryland’s Eastern Shore. This facility offers vocational, educational, physical therapy, respiratory, psychological, neurological and dietary services. The Holly Center is part of the Maryland Department of Health and Mental Hygiene, Developmental Disabilities Administration and receives state and federal funding for its operations.

Nursing Homes, Rehabilitation Centers, and Assisted Living Facilities

Wicomico County has numerous nursing homes, rehabilitation centers and assisted living facilities that provide a wide array of services to our residents. **See Table 6-4.**

**TABLE 6-4: WICOMICO COUNTY
NURSING HOMES, REHABILITATION CENTERS & ASSISTED LIVING FACILITIES**

Facility Name	Location
Wicomico Nursing Home	900 Booth Street Salisbury Maryland
Salisbury Center Genesis	200 Civic Avenue Salisbury Maryland
Anchorage Nursing & Rehabilitation Center	105 Times Square Salisbury Maryland
Healthsouth Chesapeake Rehabilitation Hospital	220 Tilghman Road Salisbury Maryland
Atria Senior Living	1110 Healthway Drive Salisbury Maryland
Lakeside at Mallard Landing	1109 S. Schumaker Drive Salisbury Maryland
John B. Parsons Assisted Living	300 Lemmon Hill Lane Salisbury Maryland
Coastal Hospice	2604 Old Ocean City Road Salisbury Maryland
Coastal Hospice at the Lake	351 Deers Head Hospital Road Salisbury, Maryland

Source – Wicomico County Yellow Pages (2009)



CHAPTER 7: HOUSING ELEMENT

INTRODUCTION

Shelter is among the most basic needs of human beings. Suitable living environments with adequate facilities are an important measure of increased quality of life. Where people live, who their friends are, what quality of schooling their children receive, what job opportunities are available and many other factors that affect people's quality of life derive largely from their housing conditions. A suitable living environment is a function of a variety of things including: decent, safe and sanitary housing; availability of municipal services like sewer and water; easy access to community services; availability of transportation services; and social, economic and recreational opportunities. Housing problems cannot be solved focusing solely on the housing stock.

Housing is the dominant land use in the City. How sites are developed or redeveloped determines the shape and form of cities. Travel behavior is significantly determined by where and at what densities people live. Thus, housing and capital improvement planning should be closely coordinated. The public services people require, how much those services cost, and who should pay for them all depend on where, how and at what densities people live.

The Implementation Strategies in the Housing Element of the Comprehensive Plan are designed to continue the provision of a wide array of housing options that are dispersed throughout the City. The Comprehensive Plan as a whole also encourages coordination of new residential development with other elements that help to bridge the gap between "housing units" and a "livable community".

This Housing Element reflects policy recommendations contained in the City's 2009-2013 Consolidated Plan and strives to provide implementation strategies to fulfill those objectives of the document.

GOALS

- Promote and encourage safe, decent and sanitary housing to fulfill the housing needs of current and future residents.
- Improve the quality of housing while offering a variety of housing types to assure that housing needs of all social and economic segments of the City are met.
- Conserve the City's older neighborhoods.

OBJECTIVES

- Provide an adequate supply of decent, safe and sanitary housing choices for families and individuals of all social and economic backgrounds.
- Encourage new construction where amenities already exist.
- Support the expansion of affordable housing opportunities for first-time homebuyers.
- Support housing counseling, down payment and closing cost assistance for first-time low-to-moderate income homebuyers.
- Provide assistance to extremely low-, low-, and moderate-income homeowners for housing rehabilitation.
- Reduce potential hazards in homes, such as lead-based paint.
- Support the development of affordable housing opportunities for extremely low- and low-income renters, consistent with a transition to homeownership.
- Support the rehabilitation and/or development of facilities for persons with special needs by non-profit organizations and governmental agencies.

- Finance accessibility alterations for existing owner-occupied units.
- Provide support to organizations to help increase emergency shelter and transitional housing space for the homeless.
- Support the operations of homeless shelters and transitional housing providers.
- Support the development of permanent supportive housing for the homeless and disabled by non-profit organizations and governmental agencies.
- Support and encourage the various homeless organizations to more fully coordinate their efforts and develop appropriate data.
- Promote programs to assist the elderly population to age in place as an alternative to an institutional or assisted living facility.
- Increase homeownership opportunities for medium/low-income households.
- Support neighborhood stabilization through improved housing stock and living environments.
- Increase and maintain the supply of affordable housing to low and moderate income persons, including renters, owner occupants and persons with special needs.
- Promote neighborhood stabilization and reinvestment in the areas at risk for economic, physical and social decline.
- Use revitalization tools to stabilize declining neighborhoods; focus on the revitalization of older neighborhoods.
- Support infrastructure improvements that improve safety, accessibility and connectivity.

IMPLEMENTATION STRATEGIES

- Continue housing code enforcement; strictly enforce the existing City Code for both owner occupied and renter occupied housing units.
- Continue renovation and rehabilitation loans and technical assistance to improve the physical quality of existing housing stock; seek new funding mechanisms.
- Provide assistance to eliminate lead poisoning in owner occupied and renter occupied housing units.
- Enforce standards for renovation and rehabilitation of old housing stock.
- Include public improvements in Capital Improvement Programs (street realignment, sidewalks, street closing, playgrounds, sewerage, water mains, and lighting) for older neighborhoods in order to reinforce and protect residential use and demonstrate public commitment and interest in the preservation of such areas.
- Discourage industrial and commercial land uses in areas that are predominately residential and buffer existing incompatible uses.
- Provide incentives for rehabilitation and infill developments.
- Encourage the adaptive reuse of existing buildings for residential use.
- Encourage small scale neighborhood commercial development in declining neighborhoods as a stimulus tool.
- Provide sufficient residentially zoned land to allow developers adequate market choices, and discourage land speculation.
- Offer incentives for providing affordable housing such as bonus provisions as a result of inclusionary zoning techniques, expediting the processing time for the development proposals that have affordable housing.
- Where appropriate, consider waiving the water and sewer capacity fees for affordable housing projects.



- Use zoning and subdivision regulations to direct growth in desirable areas and ensure adequate infrastructure.
- Promote mixed use, compact, walkable communities and ensure adequate connection with the existing communities.
- Implement crime prevention through environmental design standards; such as lighting and landscape.
- Encourage homeownership by educating residents about the different existing federal, state, and local programs.
- Continue efforts to enforce rental licensing requirements.
- Coordinate and partner with Salisbury University and private developers to provide housing choices for students, serving as an alternative to single-family neighborhoods.
- Establish design standards for new construction in the City's new, as well as existing neighborhoods.
- Work with private developers to facilitate the development of additional housing units to meet increased demand.
- Revise City ordinances to provide incentives for the construction of green buildings and designing sustainable communities.

HOUSING CHARACTERISTICS

Housing Occupancy & Tenure

According to the 2000 Census, the City of Salisbury has a total of 9,612 housing units, which is an increase of approximately 10 percent or 866 housing units in comparison to the 1990 Census. During the same time period, the County experienced a 14 percent or 4,446 increase in total housing units from 1990 to 2000. **See Table 7-1.** The Salisbury – Wicomico County Department of Planning, Zoning & Community Development has projected the City's population and housing units will continue to increase over the next 20 years. Based on the projections, Salisbury has an estimated 10,893 housing units as of 2010, and has the potential to experience an additional 4,507 housing units by 2030, which equates to an increase of 70 percent for a total of 15,400 housing units by 2030.

Traditionally, the majority of the housing stock is occupied. The 2000 Census indicates the City has 551 vacant housing units. The rental vacancy rate of 3.6 percent is slightly higher than the homeowner vacancy rate of 2.1% for the same time period. These vacancy rates have decreased since the 1990 Census, which reported a rental vacancy rate of 5.1 percent and a homeowner vacancy rate of 3.8 percent. Another indicator of the housing characteristics of the City is the housing tenure, which provides a comparison between the number of renter occupied and owner occupied housing units.

The 2000 Census confirms the City has a higher overall percentage of renters rather than owner-occupied housing units. This is due in part to the strong presence of Salisbury University, which has an enrollment approaching 8,000 students. The City experiences a higher overall percentage of renter occupied housing units consistent with other areas across the County with large universities in their backyard. In contrast, Wicomico County has housing tenure characteristics that are consistent with the 2000 Census information for the State. Of the 34,401 housing units in Wicomico County approximately 21,419 or 66.5 percent are owner-occupied units and 10,799 or 33.5 percent are renter-occupied units. According to the 2000 Census, the State of Maryland owner-occupied units consists of 69 percent and renter-occupied units account for the remaining 31 percent of the total housing units State-wide.

The City of Salisbury Neighborhood Services and Code Compliance (NCSS) Department requires all rental dwelling units to be registered annually. In addition, all rental unit owners must also receive a rental unit owner's license. In April 2009, the City's Department of Neighborhood Services and Code Compliance reported that approximately 800 licenses were issued and roughly 8,000 rental dwellings

were registered. According to the 2006 – 2008 American Community Survey (ACS) three-year estimates prepared by the U.S. Census Bureau, the City has 11,628 housing units. Of these 11,628 housing units, 61.7 percent or 6,154 units are renter-occupied and 38.3 percent is considered owner-occupied housing units.

Housing Units in Structure

Based on the 2000 Census, there are 9,769 housing units in the City of Salisbury. **See Table 7-1.** The majority of these housing units in the City are single-family detached structures (5,024 or 51 percent). The remaining 49 percent consists of single-family attached units (8.4 percent), multi-family housing units comprised of two to 19 units (34.7 percent), multi-family housing structures with 20 or more units (4.9 percent), and mobile homes (0.5 percent). In comparison, the County experienced a higher percentage of single-family detached housing units (72.9 percent) and a lower percentage of multi-family structures with two to 19 units (14 percent). As Salisbury continues to grow, it should be anticipated that the percentage of multi-family structures will continue to increase in the overall percentage of the various housing types in the City.

Other Characteristics

The majority of the City housing stock was constructed prior to 1990, which accounts for approximately 8,408 or 86 percent of the housing stock in the City. The newer housing stock constructed between 1990 through February 2000, accounts for only 14 percent or 1,361 of the total housing units in the City. Of the 34,401 housing units located in the County, 27,283 or 79 percent of the housing stock was built before 1990 with the remaining 7,118 or 21 percent of housing units being constructed since 1990.

According to the 2000 Census, the City has a higher percentage of housing units that are lacking complete plumbing, complete kitchen facilities and/or telephone service when compared to the equivalent data for the County. Based on a comparison of this information contained in **Table 7-1**, the City has experienced a significant reduction of housing with no telephone service, no change in housing lacking complete plumbing facilities, and an increase in the number of houses lacking complete kitchen facilities from 1990 to 2000. The City should continue efforts directed at decreasing the percentage of structures lacking complete plumbing or kitchen facilities, and telephone service.

TABLE 7-1: CITY OF SALISBURY - HOUSING CHARACTERISTICS

HOUSING OCCUPANCY	SALISBURY 1990	SALISBURY 2000	WICOMICO 1990	WICOMICO 2000
<i>Total Housing Units</i>	8,746	9,612	30,108	34,401
Occupied Housing Units	8,169 (93.4%)	9,061 (94.3%)	27,772 (92.2%)	32,218 (93.7%)
Vacant Housing Units	577 (6.6%)	551 (5.7%)	2,336 (7.8%)	2,183 (6.3%)
Homeowner Vacancy Rate	3.8%	2.1%	2.7%	1.5%
Rental Vacancy Rate	5.1%	3.6%	6.0%	4.6%
HOUSING TENURE & SIZE				
Owner Occupied	3,273 (40%)	3,427 (37.8%)	18,535 (66.7%)	21,419 (66.5%)
Renter Occupied	4,896 (60%)	5,634 (62.2%)	9,237 (33.3%)	10,799 (33.5%)
Avg. HH Size – Owner Occupied	2.32	2.24	2.62	2.55
Avg. HH Size – Renter Occupied	2.38	2.43	2.46	2.49
HOUSING UNITS IN STRUCTURE				
<i>Total Housing Units</i>	8,746	9,769	30,108	34,401
1 Unit, Detached	4,623 (52.9%)	5,024 (51.4%)	21,803 (72.4%)	25,084 (72.9%)
1 Unit, Attached	651 (7.4%)	823 (8.4%)	901 (3.0%)	1,073 (3.1%)
2 to 4 Units	1,189 (13.6%)	1,280 (13.1%)	1,724 (5.7%)	1,876 (5.4%)
5 to 9 Units	775 (8.9%)	1,068 (10.9%)	1,061 (3.5%)	1,396 (4.1%)
10 to 19 Units	1,226 (14.0%)	1,045 (10.7%)	1,606 (5.3%)	1,544 (4.5%)
20 or more Units	168 (1.9%)	476 (4.9%)	420 (1.5%)	776 (2.3%)
Mobile Home	16 (0.2%)	53 (0.5%)	2,410 (8.0%)	2,647 (7.7%)
Other	98 (1.1%)	0	183 (0.6%)	5 (0.0%)
YEAR STRUCTURE BUILT				
1999 to March 2000	N/A	58 (0.6%)	N/A	710 (2.1%)
1995 to 1998	N/A	611 (6.3%)	N/A	2,766 (8.0%)
1990 to 1994	N/A	692 (7.1%)	N/A	3,642 (10.6%)
1980 to 1989	1,960 (22.4%)	1,512 (15.5)	7,405 (24.6%)	6,119 (17.8)
1970 to 1979	1,130 (12.9%)	1,704 (17.4%)	6,326 (21.0%)	6,360 (18.5%)
1960 to 1969	964 (11.0%)	1,096 (11.2%)	4,492 (14.9%)	4,232 (12.3%)
1940 to 1959	2,554 (29.2%)	2,547 (26.1%)	6,587 (21.9%)	6,088 (17.7%)
1939 or earlier	2,138 (24.5%)	1,549 (15.9%)	5,298 (17.6%)	4,484 (13.0%)
SELECT CHARACTERISTICS				
Lacking Complete Plumbing Facilities	27 (0.3%)	26 (0.3%)	322 (1.1%)	79 (0.2%)
Lacking Complete Kitchen Facilities	32 (0.4%)	128 (1.4%)	241 (0.8%)	171 (0.5%)
No Telephone Service	860 (10.5%)	482 (5.2%)	1,935 (7.0%)	995 (3.1%)

Source: U.S. Census Bureau (2000), and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Housing Trends

As shown in **Table 7-2**, 3,621 new residential housing units were added to the Salisbury housing stock from 2000 through 2009, which roughly 80 percent of were multi-family attached housing units. From 2000 to 2007, home prices grew significantly from a median home price of \$82,000 to \$150,000, respectively, which represented an increase of \$48,000 or 83 percent. The economic slowdown occurring in 2008 led to a decline in home values throughout Maryland and the US, however according to

Zillow.com, a national real estate tracking firm, housing values in Salisbury are more stable than those in the nation as a whole.

**TABLE 7-2: CITY OF SALISBURY
RESIDENTIAL BUILDING
PERMITS ISSUED (2000-2009)**

Year	Single Family	Multi *Family	Total	% Single Family	% Multi Family
2000	39	109	148	26.4%	73.6%
2001	67	407	474	14.1%	85.9%
2002	81	355	436	18.6%	81.4%
2003	113	684	797	14.2%	85.8%
2004	103	347	450	22.9%	77.1%
2005	181	227	408	44.4%	55.6%
2006	80	390	470	17.0%	83.0%
2007	41	122	163	25.2%	74.8%
2008	35	182	217	16.1%	83.9%
2009**	8	50	58	13.8%	86.2%
Total	748	2,873	3,621	20.7%	79.3%

Source: City of Salisbury – Department of Building, Permits and Inspections and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2009)

Notes:

* Multi-Family Housing represents individual housing units contained in duplexes, tri-plexes, townhouses, apartments, and condominiums

** 2009 information is representative of the totals as of October 1, 2009

HOUSING

Assisted Housing

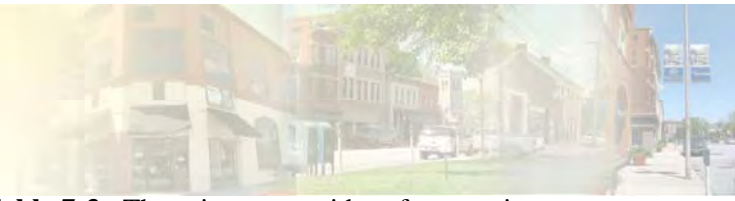
The City’s housing stock includes 2,015 assisted housing units in 24 separate housing projects. Of the 24 projects, 13 are financed by HUD and 11 are funded primarily by the State Department of Housing and Community Development. In addition, nine of the HUD financed projects have project-based Section 8 vouchers. These nine projects combine for a total of 645 housing units.

The Wicomico County Housing Authority (WCHA) owns and manages 277 units of public housing. One hundred units of family housing are located at Booth St. just outside the City limits and 75 units of senior housing are at Riverside Apartments. An additional 90 units are located at different sites scattered around the County, of which 38 housing units are located in the City. WCHA also administers the 181 rental vouchers provided to City residents. The Authority currently has more than 260 applicants on the waiting list for public housing and 225 families on the waiting list for Section 8 Vouchers.

WCHA operates in accordance with a HUD approved five-year plan. The goals of the current plan include expansion of the supply of assisted housing, improvement of the quality of assisted housing, particularly the existing public housing; increasing assisted housing choices; provision of improved living environments; promotion of self sufficiency and asset development of assisted households; ensuring equal opportunity and fair housing, and leveraging WCHAs ability to further its mission through partnering with other entities. WCHAs goal of using its assets to leverage other funds through banking institutions, local agencies, and state agencies focuses on getting the rest of the public housing inventory renovated so that the entire stock of housing units can be rented.

Special Needs Population

Special needs populations include the elderly, persons with physical, development or mental disability, persons with AIDS, and persons with drug/alcohol addiction. While Salisbury serves as the focal point for service providers, this population is provided housing and supporting services through State, County



and private non-profit service providers in Salisbury. See **Table 7-3**. The primary provider of supporting housing and services to this population is the Maryland Department of Health and Mental Hygiene (DHMH) through its Development Disabilities Administration (DDA), and the County Health Department. The Wicomico Health and Social Services Departments provide funding and licensing supervision for community residential programs for persons with mental and physical illness and service to all special need populations in Salisbury. The Wicomico Health Department also refers persons with HIV/AIDS or alcohol/ drug addiction problems to local non-profit service organizations.

**TABLE 7-3: CITY OF SALISBURY
PRIORITY NEEDS OF SPECIAL POPULATIONS**

Special Need Population	Priority Need Level	Unmet Need
Frail Elderly	High	230
Elderly	High	260
Person w/ Mental Illness	Medium	160
Developmentally Disabled	Medium	160
Physically Disabled	Medium	200
Persons w/ Alcohol/ Drug Addiction	Low	180
Persons w/HIV/AIDS	Low	20

Source: Salisbury Consolidated Plan 2009-2013

Wicomico County Social Service Department (DSS) also provides financial support and services to individuals and families with special needs (large families, low and very low income families, victims of domestic violence and homeless) in Salisbury primarily through its divisions of adult services, child protection services, and in-home services. There is no direct City involvement in the provision of supportive housing or services for people with special housing and service needs. Over half of the residential services supported by DDA are located in Salisbury.

The Developmental Disability Administration (DDA) served a total of 582 individuals in 2007, including both children and adults. Among the 582 clients, 184 are provided residential services, 354 are day clients, and 110 support services clients. Currently, 310 local are residents on a waiting list for one or more of the services provided by DDA. DDA works with numerous non-profit organizations to provide housing and supporting services to the special needs population.

Elderly Housing

The major provider for Wicomico and Salisbury’s elderly is Maintaining Active Citizens (MAC) Incorporated or the State’s Regional Area Agency on Aging. MAC works with numerous local organizations, including the Alzheimer’s Association, Genesis Eldercare, Holly Community, Shore Up!, United Way, Wicomico County Health and Social Services Departments, local businesses and others. They have been providing housing services to seniors, particularly the congregate housing service and Senior Assisted Housing Program. The services are paid through a State grant which covers 80 percent of cost. A fee is charged to cover the remaining cost.

Accessible housing for the elderly and physically handicapped is the highest ranking housing need. Similarly, the public service needs of the elderly rank highest, followed by the service needs of the disabled and those with alcohol and drug problems. Over the next five years, the City plans to continue to provide accessibility improvements to elderly homeowners, as well as support applications for financial assistance by service providers for rehabilitation and/or construction of a training facility and one or two group homes or facilities for three to ten persons with special needs.

According to the 2000 Census, an estimated 2,088 households or 23 percent of the 9,061 households are elderly (65 years and older) or have seniors living with them. Approximately, 60 percent of the City's elderly population lives in their own homes.

Research has long indicated that older adults prefer to stay in their own homes and communities rather than institutional facilities. There are many reasons for encouraging older persons to remain in their own homes. Staying in their own home, also known as aging in place, allows people to maintain their connections to their neighborhood and friends, live in close proximity to services, and provides them the comfort and security of familiar surroundings, streets, and stores. Additionally, providing home and community services that enable older adults to age in place has shown to be a viable model for aging.

Improved assistance programs and housing options that will allow seniors to age in their neighborhoods and remain involved in their communities is essential. Locally, the Wicomico County Health Department administers the Adult Evaluation and Review Program (AERS). This program is designed to provide assistance to aged and functionally disabled adults at risk of placement in an institutional facility. As part of this program, AERS staff conducts an evaluation to identify the services available to remain in the community, or in the least restrictive environment, in an effort to promote the greatest possible level of independence and personal well-being. Based on the results of the evaluation, the AERS staff develops a plan of care which recommends services need to help the individual remain at home, or in the least restrictive environment. To learn more about the AERS program contact the Wicomico County Health Department at (410) 543-6938.

Although aging in place is a viable option for older adults with minimal care needs, the City recognizes assisted living facilities, senior housing developments or nursing homes as an alternative living environment for seniors facing physical or other challenges that would restrict their ability to remain in their own homes. Within the City and its surroundings there are many quality facilities that cater to seniors in an effort to maintain the highest quality of life.

Homeless Needs

The homeless in Salisbury and Wicomico County are assisted primarily by non-profit organizations and local ministries. Current facilities include the Christian Shelter, an emergency shelter; the Code Blue Shelter for Women, the Community Emergency Shelter for Men, the Life Crisis Center for Victims of Domestic Violence; the Village of Hope, a transitional shelter; Second Wind, a halfway house for addicts; the Center 4 Clean Start, and Hudson Health Services at Deer's Head Hospital, a special needs facility for homeless individuals. If FEMA declares a formal emergency, the Salvation Army will place cots in its gymnasiums in Salisbury for the homeless or those in temporary need of shelter. The Tri-County Alliance for the Homeless provides permanent supportive housing and services to disabled homeless individuals and families. The Wicomico County Social Services and Health Departments, Shore Up! (the local community action agency), and other non-profit organizations provide financial support and services to homeless individuals and families and those at risk of becoming homeless.

Based on the results of the *Point In Time Survey*, administered to 302 homeless persons in January 2009, there is a need for an additional emergency shelter, as well as permanent supportive housing. In addition to the housing needs, the survey indicated a need for dental care, medical care, transportation, medical assistance, and job training, as high priorities.

Student Housing

The impact of off-campus housing devoted to Salisbury University students is a particular concern in the Salisbury community. Of the 7,868 total students enrolled in 2008, the University provided housing for only 1,700 students. The University reports that 13.9 percent of the student enrollment is from other states. A majority of the students who do not live on campus rent in the neighborhoods around the



campus. The University has a considerable impact on the residential areas around the campus. For example, in Planning Area 2, the area closest to the University, 66 percent of the units are rental, whereas in Planning Area 3, the area north of downtown and across U.S. Route 50, only 55 percent of the units are rental. Areas with a higher percentage of rental units tend to require a higher level of City services. High renter rates in an area can be a disincentive to the homeowners as the potential homeowners perceive they would be purchasing property in a transient area where residents do not have a stake in the community.

Salisbury University recognizes the fact that it is only able to offer housing to a fraction of its students. The University lists construction of a new residential hall and renovation of the existing ones as one of the first priorities in its master plan. According to the plan, without any additional residential facilities on campus, the demand for student housing off campus will increase to over 2,400 (beds) by 2011.

Affordable Housing

Homeownership is becoming less affordable to the masses. According to the U.S. Department of Housing and Urban Development, affordable housing is defined as “In general, housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities.” Households spending more than that amount are said to have a cost burden. According to the 2000 U.S. Census, 22 percent of the homeowners in the City spent more than 30% of their income in mortgage or rent and utilities. In contrast, the percentage of renters who spent more than 30 percent of their household income was 47 percent.

One of the greatest barriers to affordable housing for many Maryland families is the lack of fair housing choice. HUD broadly defines fair housing choice as “the ability of persons with similar incomes to have the same housing choices regardless of race, color, religion, sex, age, national origin, familial status, or disability.” All state and local governments, particularly those that receive federal funds from HUD, are required to promote fair housing choice and to affirmatively further fair housing.

During May and June 2004, the City completed a comprehensive review of public laws, regulations, policies and procedures, as well as private procedures and practices in various areas to determine whether, either through omission or commission, any impediments or barriers to fair housing choice exist in the City. Because of their importance, Salisbury concentrated on analyzing the impact of public land use, public and private rental, and public and private lending practices on fair housing choice. This analysis should be regularly updated and evaluated to assure accuracy and relevancy.

Zoning has a significant effect on the cost of housing. Some zoning practices have the effect of increasing prices by requiring large lots sizes or minimum floor areas per unit. On the other hand zoning regulations that allow a mix of housing types, higher densities, planned unit developments, or the location of residential units above commercial or office uses can encourage the development of more affordable units. The City of Salisbury includes provisions such as these in the zoning ordinance and has recently begun requiring affordable housing in major annexation agreements.

The new annexation agreements make provisions for developers to pay assessments to the City as a contribution toward housing affordability. The City is working on developing formal policies for the use of the funds that will be derived from the annexation fees. These funds are to be utilized for both the creation of Workforce Housing and Neighborhood Reinvestment. Once these policies have been formally adopted they will improve the City’s ability to provide affordable housing and maintain the quality of its neighborhoods.

Affordable housing assistance can be maximized through careful coordination of the existing housing programs administered jointly on behalf of the City and the County.

Workforce Housing

In its 2006 Legislative Session the Maryland General Assembly passed House Bill 1160, which provided for the establishment of a Workforce Housing Grant Program. Among the eligibility requirements for participation in the Grant Program was a requirement that a municipality include a workforce housing element in its comprehensive plan.

The element may include policies for:

- Preservation and renovation of existing housing stock;
- Redevelopment of existing residential areas;
- Streamlined regulatory processes and reduced regulatory fees for construction or renovation;
- Financial incentives for construction and renovation including local property tax credits;
- Special zoning regulations for construction and renovation including inclusionary zoning; and
- Efforts to preserve workforce housing stock for subsequent first time homebuyers and renters.

Workforce housing programs differ in some respects from affordable housing programs. These programs are targeted to working families in an effort to offset disparities between income levels and average rental or homeownership costs. To qualify as Workforce Housing, rental housing must be affordable for a household with an aggregate income between 50% and 100% of the area median income. Homeownership housing must be affordable to a household with an aggregate annual income between 60% and up to 120% of the area median income.

According to the 2006 – 2008 American Community Survey (ACS) administered by the U.S. Census Bureau, the estimated median household income in Salisbury was \$40,521. Workforce Housing in City would therefore include rental units that are affordable for a household with incomes between \$20,261 and \$40,521. Homeownership units must be affordable between for households with incomes between \$24,313 and \$48,625.

The affordable housing discussion in this Chapter contains many of the statistical measures that indicate whether a community has a need for workforce housing. If the standard measure of affordability is whether a household is paying 30% of its income on housing, the fact that half of all renters and almost a third of homeowners pay more than that standard for housing is a measure of the problem. The Workforce Housing Grant Program is specifically designed to provide affordable units for families within the income ranges discussed above. This Plan and the policies and strategies outlined here support that approach and the City of Salisbury's participation in the program.

ASSISTANCE PROVIDERS

Salisbury Neighborhood Housing Services, Inc. (SNHS)

Since 1994, the SHNS has been the primary organization responsible to increase homeownership and to improve the quality of housing stock in the City. This non-profit organization operates homeownership loan programs, repair and renovation loan/grant programs, and property development efforts including new construction. In addition, it operates education and community development activities. All of the programs are focused on creating homeownership opportunities. SNHS is a certified HUD counseling agency that offers homebuyer education, credit counseling, and financial fitness programs in an effort to prepare low- and moderate-income individuals for homeownership. Also, it provides reverse mortgage counseling for individuals 62 years and older. SNHS is also a HUD certified foreclosure counseling agency.

The City provides SNHS with administrative funds annually to support the above mentioned programs; however, the demand for these programs exceeds the funds and staff available.



Since its inception in 1994, SNHS housing programs have resulted in over \$20 million investment in Salisbury. SNHS has financed first mortgages for 236 homes in three target neighborhoods: Camden, Church Street-Doverdale, and the Westside. To date, SHNS has closed on 133 rehab loans/grants for an additional investment of \$4 million and provided 103 closing costs loans totaling \$367,000.

Habitat for Humanity of Wicomico County

Founded in 1976, Habitat for Humanity is a non-profit, Christian housing ministry dedicated to eliminating substandard housing and homelessness worldwide and to making adequate, affordable shelter a matter of conscience and action. Through volunteer labor and tax-deductible donations of money and building materials, Habitat builds and rehabilitates simple, decent homes with the help of the homeowner/partner families. Habitat homes are sold to these partner families at no profit and financed with affordable, no-interest loans.

Habitat for Humanity of Wicomico County was established in 1987 by three local residents. Since 1987, Habitat for Humanity of Wicomico County has built 53 homes locally. Recently Habitat has focused on the revitalization of the Church Street neighborhood, specifically on Davis and Martin Streets. To date, seven new homes have been constructed and are now occupied with new homeowners. In the coming years, Habitat has set a goal of constructing four new homes in this revitalization area and has a five-year plan to build another 17 homes.

Salisbury - Wicomico County Department of Planning, Zoning and Community Development

The joint City - County Department of Planning, Zoning and Community Development (PZCD) has operated a county-wide housing rehabilitation program since 1980. This program, which is funded by Community Development Block Grant (CDBG) monies, is designed to assist low- and moderate-income homeowners renovate and repair their homes, especially for renovations to resolve code violations. Funding for rehabilitation efforts is provided by the Maryland Housing Rehabilitation Program, Special Targeted Area Rehabilitation (STAR) program, and CDBG. Over any two-year period approximately 35 homes have been rehabilitated, of which 15 are in the City.

In 2004, the City became a HUD entitlement jurisdiction. As a result of this HUD designation, the City receives their CDBG funding directly from HUD and is no longer eligible to receive County CDBG funds.

ASSISTANCE PROGRAMS

Community Development Block Grant (CDBG) Program

The primary purpose of the Community Development Block Grant (CDBG) program is the development of viable urban communities by providing decent housing, a suitable living environment and expanded economic opportunities, principally for persons of low and moderate-income households.

The CDBG program, sponsored by the U.S. Department of Housing and Urban Development (HUD) is a primary source of funds for the City's community development and housing programs. As an eligible entitlement jurisdiction, as defined by HUD, the City of Salisbury receives funds annually to carry out CDBG eligible activities. The City directs these funds to housing, economic development, infrastructure improvements, public facilities, and public service projects designed to meet the needs of very low- and low-income criteria.

The solicitation of CDBG applications is to assist the City in carrying out eligible activities that meet the needs of low- and moderate- income persons throughout the City. However, Salisbury will give priority

to revitalization of the City's urban core, rehabilitation of the stock of housing and reduction of crime in the adjacent five neighborhoods, and interconnection of these neighborhoods and the urban core into a cohesive, vital community.

In addition to the City's Downtown, the five prioritized neighborhoods are Camden, Newton-North Division Street, Church Street-Doverdale, Presidents-Princeton area and the Westside which are represented in **Map 7-1** (CDBG Target Areas). The City has been focusing on the revitalization of these target neighborhoods for several years, utilizing a number of funding programs such as the Community Legacy which is also represented in **Map 7-1** (CDBG Target Areas/Community Legacy Areas). All five have higher numbers of renters than homeowners, aged housing stock, and higher than average vacancy rates. According to the Consolidated Plan, over 35 percent of renters in all the neighborhoods pay more than 30 percent of their monthly income in rent; on the Westside over 50 percent pay more than 30 percent of their income in rent. In addition, the Church Street-Doverdale and Westside neighborhoods suffer from low median home values and relative overcrowding.

The City of Salisbury Community Development Department is responsible for the administration of the CDBG program. While the City assumes administration of the CDBG Program, it awards grant funds to Salisbury Neighborhood Housing Services, Inc. (SNHS) and the joint City/County Department of Planning, Zoning and Community Development (PZCD) to undertake most of the housing activities. Further, the Community Development staff is charged with forging partnerships with other public agencies (State and County) as well as with private housing developers, non-profit service organizations, and the business community. The success of many of the strategies and objectives detailed in the Housing Element of the Comprehensive Plan and City's Consolidated Plan will depend, primarily, on the energy and creative efforts of the Community Development Department staff.

Salisbury's ability to implement an affordable housing strategy is constrained by the amount of funds allocated under the CDBG program, approximately \$300,000 per year, and modest staff resources. To overcome this barrier and any others that may eventually be identified (such as zoning or coordination barriers), the CDBG program staff will continue to work closely with representatives from other City, County, State and Federal agencies and the private sector to both change relevant regulations and programs and to leverage resources.

Other Programs

Numerous homeownership, home improvement and rental assistance programs are offered throughout Salisbury by a mix of state, local and non-governmental organizations. **Tables 7-4 through 7-8** summarize those programs.

TABLE 7-4: HOMEOWNERSHIP ASSISTANCE PROGRAMS

Program Name	Program Description
CDA More House 4 Less Mortgage Program	The CDA Maryland Mortgage Program provides low-interest mortgage loans to eligible homebuyers with low- to moderate-income households through private lending institutions throughout the State. The Program began in 1980 and is targeted primarily to first-time homebuyers.
Down Payment – More House 4 Less Mortgage Program	The Downpayment and Settlement Expense Loan Program (DSELP) is a program used in conjunction with the Maryland Mortgage Program that offers zero percent deferred loans up to \$2,500 for down payment and settlement costs to low- and moderate- income homebuyers. This program is administered through the Mayor’s Office
Ground Rent Redemption Loan Program	The Ground Rent Redemption Loan Program was created by the Maryland General Assembly in 2007 to provide loans to homeowners to buy out (redeem) ground leases. A “ground lease” is a lease for a term of years (usually 99 years) that is renewable forever and is subject to the periodic payment of “ground rent” by the leasehold tenant to the ground lease holder. Ground rents are most prevalent in Baltimore City but are held in some other counties as well. The program cannot provide grants for this purpose.
Homeownership for Individuals with Disabilities Program	The Homeownership for Individuals with Disabilities Program provides low-interest mortgage loans to eligible disabled homebuyers.
State Owned Homes for Sale	The Department of Housing and Community Development, State of Maryland has State Owned homes for sale throughout the State of Maryland. These homes may be purchased by Homebuyers (Owner/Occupant), Investors, or Non-Profit Organizations.
Maryland Mortgage and Maryland Mortgage Plus Program	This program provides home buyers with low fixed interest rate loans along with down payment and closing cost assistance. With Maryland Mortgage Program, homeowners can also receive a 2 percent or 3 percent grant towards a home purchase.
Down Payment and Settlement Expenses Loan Program (DSELP)	This program provides the Community Development Administration (CDA) three standard down payment and closing cost assistance products for any borrower who is eligible for a Maryland Mortgage Program loan. Borrowers can choose to receive a closing cost assistance grant from either the MMP+ 2 percent or MMP+ 3 percent programs. Also, borrowers who are purchasing a house with a purchase price of \$200,000 or less may choose to receive a zero-percent deferred loan through the Down payment and Settlement Expense Loan Program (DSELP). The DSELP program is administered through the Mayor’s Office. For more information, contact the Assistant City Administrator at 410-548-3100.
Homeowner Conversion Grant Program	The property has to have been used exclusively as a rental property for at least three years immediately prior to the conversion or is owned by a person or entity that rehabilitated the property after rental use for 3 consecutive years; the property must be converted to an owner-occupied, family residence; and be occupied within one year of the date of closing. This program is administered by the Salisbury Neighborhood Housing Services, Inc. To learn more about this program contact SNHS at 410-543-4626.
Tax Abatement Program	City property taxes for the first five years of participation in the Program are abated in whole, and then the tax is gradually phased in over a period of four years, at 20% per year, until the tenth year when property taxes will be due in full. To participate a property must be converted to owner-occupied family use, must be located within the City limits and must have been used exclusively as a rental property for at least three years immediately prior to the conversion or be owned by a person or entity that rehabilitated the property after rental use for 3 consecutive years. For more information about this program, contact the City of Salisbury Finance Office at 410-548-3110.
House Keys 4 Employees	This program enables eligible homebuyers to receive more down payment and/or closing cost assistance than is available through the standard Down payment and Settlement Expense Loan Program (DSELP). Eligibility is open to any borrower who receives a contribution for down payment and/or assistance from employers, local jurisdictions, non-profit organizations, etc. The program can be combined with other down payment/ incentive programs such as the Homeowner Conversion Program (\$3,000) and the Tax Abatement program. Total assistance to homebuyers \$9,000 (excluding the 2% closing cost grant), if a rental is being converted to single-family ownership. \$6,000.00 for other home purchase options. For more information about this program, contact the Mayor’s Office at 410-548-3100.

Source: Maryland Department of Housing and Community Development and the Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

TABLE 7-5: RENTAL HOUSING PROGRAMS

Program Name	Program Description
Community Legacy	Community Legacy, a program of the Department of Housing and Community Development (DHCD), is designed to assist urban neighborhoods, suburban communities and small towns that are experiencing decline and disinvestment, but have the potential, with modest public and private investment, to be vibrant places to live and work.
Maryland Affordable Housing Trust (MAHT)	The Maryland Affordable Housing Trust provides grants to create, preserve, and promote affordable housing throughout the State. Grants are awarded through competitive rounds for capital assistance to rental and homeownership housing, for non-profit developer capacity building to create affordable housing, for supportive services for the occupants of affordable housing, and for operating expenses to maintain affordable housing.
Rental Allowance Program	The Rental Allowance Program (RAP) provides monthly rent assistance for low income families who are homeless or have an emergency housing need. The monthly payments are fixed amounts, depending upon the size of the family and the location of the rental housing unit in the State. Payments can be received for up to 12 months, and may be extended under special circumstances.

Section 8 Certificate Voucher	The Section 8 Existing Certificate/Voucher Program is a federal program that provides monthly rent assistance for low income families. The family pays approximately 30 percent of their income toward the rent with the balance of the monthly rent, up to a fair market rent, paid by the Section 8 assistance.
Maryland Housing rehabilitation Program – Multifamily (MHRP – MF)	The Maryland Housing Rehabilitation Program – Multifamily provides gap financing for the acquisition and rehabilitation of multifamily rental residential buildings. The purpose of the program is to preserve the supply of housing with existing federal, state or local affordability requirements, particularly project based Section 8 or Rural Development rental assistance.

TABLE 7-6: HOME IMPROVEMENT PROGRAMS

Program Name	Program Description
Accessible Home for Seniors	The Maryland Department of Housing and Community Development (DHCD), in partnership with the Maryland Department of Aging (MdoA), are undertaking a pilot project to promote accessibility related improvements to the homes of seniors. These improvements may include, among others, the installation of grab bars and railings, widening of doorways and installation of ramps. Home improvements such as these represent for many older people the key to remaining in their home and maintaining their independence.
Indoor Plumbing Program (IPP)	The purpose of the Indoor Plumbing Program (IPP) is to provide indoor plumbing to residential properties. Loans may be made for single-family, owner-occupied homes and rental properties, which do not have indoor plumbing. Properties must be structurally sound.
Lead Hazard Reduction Grant and Loan Program	The purpose of the Lead Hazard Reduction Grant and Loan Program (LHRGLP) is to assist homeowners and landlords lessen the risk of lead poisoning and preserve the housing stock by reducing or eliminating lead-based paint hazards. There are no income limits for this program. The financial assistance (grant or loan) will be based on the applicant’s ability to repay. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.
Maryland Housing Rehabilitation Program – Single Family (MHRP-SF)	The purpose of the Maryland Housing Rehabilitation Program- Single Family (MHRP-SF) is to preserve and improve single family properties and one-to-four unit rental properties. MHRP-SF is a program designed to bring properties up to applicable building codes and standards. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.
Special Targeted Applicant Rehabilitation Program (STAR)	The purpose of the Special Targeted Applicant Rehabilitation Program (STAR) is to preserve and improve single-family properties. STAR is a program designed to bring properties up to applicable building codes and standards or a minimum housing quality standard. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.
Weatherization Assistance Program (WAP)	The purpose of the Weatherization Assistance Program (WAP) is to help eligible low-income households through the installation of energy conservation materials in their dwelling units. Priority is given to homeowners who are elderly, disabled and families with children and/or who have the highest energy consumption. Eligible renters may also apply. This program is administered through Shore Up, Inc. To obtain information about this program contact Shore Up! at 410-749-1142.
SNHS Rehab Loans	Renovation and repair loans to homeowners city-wide. The low interest rate is assigned at the time of pre-qualification. The maximum loan amount is \$25,000 unless otherwise approved by the SNHS loan committee. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.
CDBG Grants for Repairs	Available to homeowners with a total household income below 80% of Area Median Income to make repairs generally relative to health and safety factors. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.

TABLE 7-7: NON-GOVERNMENTAL AGENCIES

Program Name	Program Description
Habitat for Humanity	Habitat for Humanity of Wicomico County was founded in 1987. The affiliate has built 50 homes locally through volunteer labor and tax-deductible donations of money and materials. Habitat builds and rehabilitates simple, decent homes with the help of the homeowner (partner) families. Habitat homes are sold to partner families at no profit, financed with affordable, no-interest loans. The homeowners’ monthly mortgage payments come back to the affiliate to help build more homes for more families.
Salisbury Neighborhood Housing Service (SNHS)	Salisbury Neighborhood Housing Service (SNHS) is a 501c(3) non-profit organization and certified Community Development Financial Institution, serving targeted neighborhoods and populations in the City of Salisbury. Its mission is to renew pride, restore confidence, promote reinvestment and revitalize neighborhoods within the City of Salisbury and its environs through the combined efforts of residents, financial institutions, corporate enterprise and the business community, foundations and local government. SNHS has combined private, philanthropic and government resources for growing and improving programs and services. SNHS combines these resources to thwart the disinvestment and deterioration that threatens to destroy some of Salisbury’s older residential neighborhoods. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.

Source: Maryland Department of Housing and Community Development (2010)

TABLE 7-8: COMMUNITY DEVELOPMENT PROGRAMS

Program Name	Program Description
Community Development Block Grant	The Community Development Block Grant (CDBG) Program provides grants to units of local government to carry out housing, public facility and economic development activities which predominantly benefit low and moderate-income persons. The funds are restricted to the non-entitlement areas of the State, which include the rural counties and towns.
Neighborhood Stabilization Program	HUD's new Neighborhood Stabilization Program (www.hud.gov/nsp) provides emergency assistance to state and local governments to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within their communities. The Neighborhood Stabilization Program (NSP) provides grants to every state and certain local communities to purchase foreclosed or abandoned homes and to rehabilitate, resell, or redevelop these homes in order to stabilize neighborhoods and stem the decline of house values of neighboring homes. The program is authorized under Title III of the Housing and Economic Recovery Act of 2008. This program is administered through Salisbury Neighborhood Housing Services, Inc. To obtain more information about this program contact SNHS at 410-543-4626.
Community Investment Tax Credit (CITC)	Community Investment Tax Credits (CITC), formerly named Neighborhood Partnership Program (NPP), supports nonprofit projects by awarding allocations of State tax credits to the sponsoring organizations to use as incentives for business contributions. Any business may reduce its Maryland tax liability by contributing cash or goods to support CITC projects. The business earns credits equal to 50 percent of the contribution, in addition to deductions on both State and Federal taxes as a result of the charitable contribution.
Community Legacy Program	Community Legacy, a program of the Department of Housing and Community Development (DHCD), is designed to assist urban neighborhoods, suburban communities and small towns that are experiencing decline and disinvestment, but have the potential, with modest public and private investment, to be vibrant places to live and work.
Community Services Block Grant	The Community Services Block Grant Program (CSBG) provides a range of services designed to assist low-income people in attaining the skills, knowledge and motivation needed to achieve self-sufficiency. The services and activities provided by the CSBG agencies vary in accordance with the needs of each community to include: housing, Head Start education for youth, nutrition programs, transportation, employment services, and emergency services.
Designated Neighborhoods	Designated Neighborhoods are mixed-use areas in need of social and/or physical revitalization, which are selected by the local jurisdiction and approved by the Secretary of DHCD. They are established neighborhoods that have residential as well as commercial uses. Some State funding programs are available only to those applicants that are located in or are servicing clients who reside in Designated Neighborhoods.
Emergency Shelter Grant Program (ESG)	Under the Emergency Shelter Grant (ESG) Program, the Maryland Department of Housing and Community Development (DHCD) receives federal funding through the U.S. Department of Housing and Urban Development (HUD) to support homeless shelters and homeless services programs in 19 counties. Urban counties, including Anne Arundel, Baltimore, Montgomery and Prince George's, as well as Baltimore City, receive ESG funding directly from HUD and not through DHCD.
Federal Low-Income Housing Tax Credit Program	Maryland administers the Federal Low Income Housing Tax Credit Program to support the development of affordable multifamily rental housing. Credits are awarded competitively in conjunction with the State's Rental Housing Program funds and federal HOME funds. Tax credits are allocated in accordance with federal IRS rules and Maryland's Qualified Allocation Plan. Credits are subject to recapture for failure to comply with all IRS requirements.
Local Government Infrastructure Financing Program	The Local Government Infrastructure Financing Program provides an efficient and economical means of access to capital markets in order to finance specific infrastructure projects. Some local governments have difficulty obtaining long term capital financing with advantageous terms because of the relative small dollar amount of their needs, the expense and other impediments involved in becoming rated, and the complexity of the capital marketplace. The Maryland Department of Housing and Community Development (DHCD) issues bonds on behalf of counties, municipalities, and their instrumentalities to finance public purpose infrastructure projects.
Main Street Maryland Program	Main Street Maryland is a comprehensive downtown revitalization program created in 1998 by the Maryland Department of Housing and Community Development. The program strives to strengthen the economic potential of Maryland's traditional main streets and neighborhoods. Using a competitive process, Main Street Maryland selects communities who have made a commitment to succeed, and helps them improve the economy, appearance and image of their traditional downtown business districts.
Maryland Downtown Development Association	The Maryland Downtown Development Association (MDDA) is a statewide organization of professionals aggressively promoting the health and vitality of Maryland's downtowns and traditional commercial business districts through its conferences, newsletter, mentoring and professional network.
Salisbury Neighborhood Housing Services, Inc. (SNHS)	Neighborhood Housing Services (NHS) organizations partner with residents, financial institutions, community organizations, local governments and the State to stabilize and improve the housing market in targeted low- and moderate-income neighborhoods. Through matching grants, Maryland supports a portion of the operating costs of Salisbury NHS, Inc.
Office and Commercial Space Conversion Initiative	The Office and Commercial Space Conversion Initiative was created in 1998 to assist in the revitalization of Maryland's downtown areas by converting older office and commercial space into new, market rate, rental housing. The program is designed to supplement conventional financing. There are no income limits and processing requirements are limited to those that are necessary in keeping with prudent lending practices and to ensure compliance with the program's statutory requirements. A recommendation from local government is required as a condition for the submission of an application.
Priority Places	The Priority Places Strategy is designed to make well-planned development and community revitalization easier to



achieve in cities, suburbs and small towns across the state. After designating promising projects and planning proposals as Priority Places, the state will dedicate all of the resources, regulatory power and expertise of its agencies to helping those projects and plans come to fruition.

Source: Maryland Department of Housing and Community Development (2010)

NEIGHBORHOOD RENOVATION AND REDEVELOPMENT

Some of the City of Salisbury’s older neighborhoods are declining with decreasing property value, high renter occupancy, deteriorated housing stock, crime and drug issues. Anticipating and deterring neighborhood decline is far easier than trying to revitalize neighborhoods after they have already experienced significant deterioration. The City has focused on stabilizing older neighborhoods through rental licensing and homeowners assistance programs. Neighborhood change is inevitable but neighborhood decline is not.

Linking housing and community development is very important, especially in declining neighborhoods. Upgrading neighborhood facilities and public spaces can have a powerful effect on property values. Local investment in public services including education, recreation and crime prevention can have even greater payoffs.

Another important issue in housing is managing the impact of growth on the housing market. On one hand, neighborhoods in some parts of the City are experiencing severe decline while there is great development pressure on the other parts. Policies should be formulated to ensure that rapid housing development does not overwhelm available physical infrastructure and public services. Zoning ordinances and subdivision regulations, adequate public facilities ordinances, and impact fees are the major planning tools being used across the nation to ensure adequate infrastructure.

It is imperative to ensure that the new growth benefits all segments of the community, especially low-income and very-low-income households. Although there is more housing stock than households, there are very limited opportunities for low income populations. Low-income populations can benefit from new development as a result of the affordable housing contribution to be paid by a developer as part of an annexation agreement.

NEIGHBORHOOD FOCUS

Salisbury is composed of diverse neighborhoods. The quality of a neighborhood is determined by the cumulative impact of community’s housing supply and living environment. It is crucial to promote the availability and affordability of decent, safe and sanitary housing in order to improve the quality of life and form a vibrant community.

Of the eight planning areas in Salisbury (as shown in **Map 1-1**), Planning Area 1(Downtown), Area 2 (South-University area), and Area 3 (North-old neighborhoods) should be the main focus areas for revitalization, conservation and mixed income housing initiatives. Planning Area 1 is mostly commercial and institutional land uses. **Table 7-9** indicates that the remaining two areas (Planning Area 2 and 3) have a higher number of renters than homeowners, fairly aged housing, low income population and higher than average vacancy rates.



TABLE 7-9: CITY OF SALISBURY - DEMOGRAPHICS BY PLANNING AREAS (2000)

	Planning Area 2 (Census Tracts 4 & 5)	Planning Area 3 (Census Tracts 1, 2, & 3)
Population	8,964	8,601
White alone	4,169 (46.51%)	6,260 (72.78%)
Black or African American	4,253 (47.45%)	1,889 (21.96%)
Other	338 (3.77%)	276 (3.21%)
Population of two or more races:	204 (2.28%)	176 (2.05%)
Households	3,360	2,846
Average Household Size	2.47	2.41
Housing Units	3,595	3,037
Occupied	3,360 (93.46%)	2,846 (93.71%)
Owner occupied	1,121 (33.36%)	1,282 (45.05%)
Renter occupied	2,239 (66.64%)	1,564 (54.95%)
Vacant	235 (6.54%)	191 (6.29%)

Source: U.S. Census Bureau (2000)

Planning Area 1

Planning Area 1 is Downtown Salisbury, the Riverwalk, the Port of Salisbury Marina, and Peninsula Regional Medical Center and associated retail along U.S. Route 13. With tremendous potential for lively commercial and recreational opportunities, proposed transit, bike and pedestrian links to all the other parts of the City, Planning Area 1 has a great opportunity for downtown housing.

The downtown area can be suitable for compact, mixed income housing in the upper floor and retail commercial in the lower street level. This type of housing development will not only attract medium income young professionals, and young graduates but also students and senior populations. Close proximity to the park, the transportation hub, medical center, and government offices will make it a prime location. Housing development in the area is expected to boost downtown retail business as well.

There is also opportunity for high-end apartments and condominiums along the river. Working in partnership with the Peninsula Regional Medical Center, Perdue, Salisbury University and other large employers will help attract high income or moderate income professionals in the area through “employer assisted housing programs”.

Planning Area 2

Planning Area 2 consists of the older prominent neighborhoods of the City and thus has a large concentration of older housing stock located in the Camden Historic District. It is also the area of the City most directly influenced by Salisbury University. University students contribute to the higher rental occupancy in this area. Improving the physical condition of the housing stock and providing necessary community services will ensure the vitality of the area. Strict enforcement of the code and regular targeted inspection will ensure good physical conditions.

The renovation focus should be on rehabilitating the existing housing stock, infill development and renovation that is consistent with the surrounding neighborhoods, which predominately comprised of single-family detached residential dwellings.



Planning Area 3

Planning Area 3 contains some of the historic neighborhoods of Salisbury such as the Newtown and Church Street neighborhoods that are characterized by old established neighborhoods in a mix of renovation and decline. These neighborhoods are characterized by an older housing stock, aging infrastructure, and a concentration of low-income population, high rates of rental occupancy, and a high perception of crime.

The renovation focus should be on rehabilitating the existing housing stock, managing the location and maintenance of group homes, infill development and renovation. Particular attention should be given to community improvement projects in the area including educational, recreational, economic opportunities, and social and youth services. Housing policies should be coordinated to complement the historic preservation programs and land use strategies of the City to encourage compact, mixed use, walkable and sustainable neighborhoods.



CHAPTER 8: HISTORIC & CULTURAL RESOURCES

INTRODUCTION

The City of Salisbury is well recognized as a place of cultural and historic value in Maryland. The cultural reality of present day Salisbury is that of a place richly entwined with the history of the development of the United States as well as richly endowed with local cultural traditions. The historic nature of Salisbury provides a context for residents of the City and visitors to understand the place, its development and its origins.

Salisbury was founded in 1732 and incorporated in 1854. Its strategic location on the Wicomico River resulted in the development from a small colonial outpost of Lord Baltimore's to an official port growing to be second only to Baltimore as the most active seaport in Maryland. As a result, Salisbury has a rich collection of historic buildings in the Downtown, Newtown, and Camden Historic Districts exemplifying the beautiful Colonial, Victorian and Federal architecture in the City.

It is important to note, at the time of this publication, the Elba stone has been the topic of discussion amongst many of the City's historians. This boundary marker is located along the railroad tracks on Mill Street. The Elba stone, which may date back to 1817, is a 3-foot high boundary marker that has ties to Napoleon Bonaparte, the beginning marker of Salisbury in 1732 and the State's first Attorney General.

The City of Salisbury is committed to preserving, protecting and enhancing buildings, places and areas within the City which possess particular historic or architectural significance in order to promote the educational, cultural and economic welfare of its residents and visitors. To achieve these objectives, the City has been proactive in protecting its historic and archaeological resources by establishing the Historic District Commission, adopting rules and regulations within the City Zoning Code for historic districts, and designating the Downtown, Newtown and Camden Historic Districts. In 1959, the City enacted zoning regulations specifically intended to protect historic areas. These regulations exist within the City's current zoning code. The City, today, faces new challenges in the preservation of its historic and cultural amenities. The goals, objectives and implementation strategies clearly demonstrate a strong on-going commitment to preserve and protect our historic and cultural resources.

GOALS

- To protect and preserve the City's existing historical sites and resources.
- To protect the historic character of the three existing historic districts through adaptive reuse.
- To promote historic resources as a tool for increasing economic development.
- To identify and encourage the preservation of lands, sites, and structures with historical or archaeological significance.
- To promote civic and neighborhood pride in the City's historic identity.

OBJECTIVES

- Strengthen the role of historic resources in the City by encouraging rehabilitation and reuse of historic residential, commercial, industrial, and mixed use buildings.
- Continue to assure that new structures and uses within historic areas will be in keeping with the character to be preserved and enhanced.
- Protect against destruction of or encroachment upon historic areas and structures.

- Encourage the restoration of historic structures through financial incentives and public and private loan and grant funding programs.
- Define appropriate zoning and land development guidelines in order to protect historic resources from incompatible development.
- Promote the use and preservation of historic areas for the education, welfare, and pleasure of the residents and tourists.

IMPLEMENTATION STRATEGIES

- Examine the Historic District Commission's current review process and implement recently developed guidelines used to review proposed renovation and redevelopment activities within the Historic Districts in a way that provides protection to historic resources while promoting active and appropriate re-use.
- Continue to offer façade grants and assistance through Urban Salisbury and the City's Downtown Revitalization Revolving Loan Fund in the Downtown area to encourage renovations of buildings to create a mix of uses with commercial and retail establishments on the first floor with apartments and offices above.
- Encourage the use of National Register historic landmark plaques to recognize structures of historic significance that retain or reproduce historical elements of the original property.
- Prepare an informational brochure describing the Historic District Commission's and Urban Salisbury's incentive programs and the local historic sites for general distribution. This will promote the significant historic structures as focal points in the design of the City.
- Continue to collaborate with the Edward H. Nabb Research Center for Delmarva History and Culture to foster knowledge and appreciation of the City's historic resources.
- Continue to research, inventory, and map information about cemeteries and burial grounds in an effort to obtain additional knowledge about the identity of the early settlers to the area.
- Promote heritage and cultural activities such as walking tours of the historic districts and festivals that occur in the City by creating and distributing information brochures and marketing materials that capture the essence of the event.

HISTORY

Governor Calvert offered fifty free acres of land to each settler within Somerset County in the 1660s. The majority of settlers, from Virginia, cleared land along the Wicomico River for plantation homes and slowly developed Salisbury, which was founded in 1732. By 1817, what is now the Downtown Historic District had begun to emerge with development concentrated along what are now Main, Division, and Church Streets. Over the next sixty years, houses and a more complex road system developed on the west and south end of town. The north end slowly developed into the present day Newtown neighborhood and the southern end of town became the present day Camden neighborhood (**Map 8-1**). Salisbury was incorporated in 1854. In 1867, Wicomico County was created from parts of Somerset and Worcester Counties and Salisbury was named the county seat.

Twice during the nineteenth century fires destroyed two-thirds of the town, in 1860 and 1886, which had an impact on the growth and development at the turn of the twentieth century. In 1888, Salisbury's government structure was changed from a Board of Town Commissioners to Mayor and Council. Initial meetings of the new city council, were devoted to planning and directing the rebuilding of Salisbury. Improvements such as terra cotta sewer lines and water distribution systems were installed, as well as fire hydrants and iron fountains.



In 1909, the dam holding Humphreys Lake broke and exposed approximately 90 acres of land at the center of Salisbury. At one time Humphreys Lake, which was actually an old millpond, extended from Division Street on the west to Davis Street on the east end. When the lake emptied, several businessmen bought the land on either side of the railroad bridge that crossed the lake and formed the Salisbury Realty Company. Many of today's structures east of Division Street in the Downtown Historic District are built on land that was once Humphreys Lake.

During the second half of the 19th century the railroad improved connections between Baltimore and the Eastern Shore. This opened the region to the Northeast and expanded operations of freight yards in Salisbury. In addition to the railroad, when the automobile industry moved ahead in the 20th century, city dwellers were introduced to the beachfront communities and charming towns and villages of the Eastern Shore. Through all of this change Salisbury has preserved some of the most important architectural features and cultural resources of the past.

HISTORIC DISTRICTS

Downtown Historic District

The Downtown Historic District encompasses the commercial buildings on the downtown streets, including Division, Main and Church Streets, the first planned streets in Salisbury. **See Map 8-1.** After the fires during the nineteenth century, the City mandated that all buildings be constructed with brick and iron. Various styles emerged with the rebuilding of the downtown area: Victorian, Gothic, Romanesque Revival and Renaissance Revival. Several buildings reached heights of three or more stories, such as the County Courthouse (1878), Old Salisbury City Hall and Firehouse (1896) and the Salisbury Loan and Banking Association building (1914). The Wicomico Hotel, a seven-story building built in 1923, is the largest structure within the Downtown Historic District.

The Downtown Historic District has wide sidewalks with interspersed trees lining the streets. West Main Street, from Division Street to Market Street, with retail and commercial space on the first floor of the buildings and with offices and/or residential apartments on the second and third floors, provides a strong sense of place with brick pavers, trees, and continuous building frontages.

Camden Historic District

The Camden Historic District is bounded by Carroll Street to the north and Forest Lane to the south. **See Map 8-1.** This district was the site of the first planned residential development in Salisbury. The City of Salisbury planned for a wide variety of architectural designs and enacted an ordinance that required wider and straighter roads as well as right-of-way and sidewalk maintenance. The Camden Historic District also housed the City's first row homes.

Newtown Historic District

The Newtown Historic District is the largest and oldest residential historic district in Salisbury. It is located just north of Route 50 on the lands of the former Poplar Hill plantation. **See Map 8-1.** There are numerous 19th and early 20th Century Victorian homes located on Park Avenue and North Division, William, Walnut and Isabella Streets.

This District is characterized by large shade trees lining the sidewalks, houses with large front porches, decorative cornices, diamond shaped pane windows and Palladian windows. The Poplar Hill Mansion is by far the most preserved and popular structure in the District.

Church Street Historic District

In addition to the three aforementioned locally-designated historic districts, the Maryland Inventory of Historic Places also includes the Church Street Historic District. **See Table 8-1.** Although this District is recognized in the Inventory, it is important to note the area is not a City-designated historic district.

Similar to the locally-designated historic districts within the City, the Church Street Historic District has been evaluated by the State Preservation Officer, and subsequently determined as eligible for inclusion on the National Register of Historic Places. Therefore, projects funded by federal or state agencies within any of the four historic districts must be reviewed in accordance with Federal and State standards to determine if they meet the Secretary of Interior's Standards for the Treatment of Historic Properties.

HISTORIC SITES

National Register of Historic Places

Of particular significance are the structures and sites listed in the National Register of Historic Places (NRHP). The NRHP recognizes districts, buildings, structures, objects, and sites for their significance in American history, archeology, architecture, engineering, or culture, and identifies them as worthy of preservation. Listing on the National Register is a nationally recognized honor making property owners of NRHP places eligible for historic preservation federal tax credits and loans. The structures on the NRHP within the City are as follows:

1. *F. Leonard Wailes Law Office*: The F. Leonard Wailes Law Office building, located at 116 – 118 Main Street, is significant for its architectural character. Designed by Salisbury architect W. Twilley Malone and constructed in 1927, the two-story, four-bay brick building is a particularly fine and well preserved example of early-20th century law office design incorporating neo-Federal elements in an adaptation of an urban townhouse form.
2. **Gillis-Grier House*: Built in 1887 by James Cannon and named after two inter-related families that held title to the property between 1896 and 1975. The structure, located at 401 N. Division Street, is a two and a half-story Queen Anne frame house with a three-story octagonal tower at the southwest corner. The structure is typical of Salisbury's Newtown neighborhood.
3. *Senator William P. Jackson House, site*: The Senator Jackson House, the site is located at present day 514 Camden Avenue, was significant in the areas of architecture and politics. Built by William P. Jackson in 1892, the house attested to the elegant and elaborate lifestyle of the time. William P. Jackson was appointed United States Senator from Maryland to fill the vacancy caused by the death of Senator Isidor Raynor. He took his seat in the Senate in December 1912. The house was demolished in 1976.
4. *Perry-Cooper House*: The Perry-Cooper House, located at 200 E. William Street, was constructed in 1880 and has the only Victorian French mansard roof remaining in the City of Salisbury. It also retains the architectural details, including a delicate stenciled design, of its exterior. The house was the residence of one of Salisbury's well-known civic leaders, Thomas Perry. An educator, newspaper publisher and editor, financier, industrialist, and official of county government, his family occupied the house from 1897 until 1950.
5. **Poplar Hill Mansion*: Poplar Hill Mansion is the only early dwelling of architectural significance to have survived the devastating fires of 1860 and 1886 in Salisbury. Construction of Poplar Hill started around 1795 by Major Levin Handy, the grantee in a 1795 deed of 357 acres. Located at 117 Elizabeth Street, the house Major Handy financed on his plantation was an ambitious structure that outdistanced most buildings of its time in size and attention to detail. At the time of Major Handy's



death, the house was not yet completed. It wasn't until John Huston purchased the house in 1805 and worked on the house until 1828 that the interior woodwork was completed. In more recent times, Poplar Hill was the residence of George W.D. Waller. He occupied the home between 1897 and World War II. During the 1950's, the property was owned by Ward A. and Dorothy Garber. Most recently, the property is owned by the City of Salisbury as a house museum.

6. *Union Station:* Located at the intersection of Elizabeth Street and Railroad Avenue, Salisbury's Union Station is architecturally significant for its embodiment of the characteristics of the Colonial Revival style. Built in 1913-14 near the junction where the New York, Philadelphia & Norfolk Railroad intersected with the Baltimore, Chesapeake and Atlantic Railroad, this Colonial Revival building stands out as the most elaborate passenger facility to survive on the Eastern Shore of Maryland.

* MHT Easement Sites

Maryland Historic Trust (MHT) Easement Sites

In addition to Gillis-Grier House and Poplar Hill Mansion, the Old Synagogue, John Wesley Church (a.k.a. Charles H. Chipman Cultural Center) and the Salisbury City Park are protected by MHT easements. Through the easement, which is given by the owner in return for income, estate inheritance, gift, or property tax benefits, MHT has approval authority for any proposed modifications to the structure or the area included in the easement.

Old Synagogue: This historic building is one of the most distinctive commercial structures on the downtown plaza in Salisbury. The Old Synagogue, located at 300 – 304 W. Main Street, is also known as the H.S. Brewington Building. The pressed brick corner building, lighted by Gothic arched colored glass windows and a distinguished corner tower was built in 1892. Over the course of more than one hundred years, the corner storefronts have housed many businesses and organizations, including the Farmers and Merchants Bank of Salisbury and Masonic Lodge.

Salisbury City Park: The creation of the park on the east side of the railroad came about slowly as the city officials and residents warmed to the idea in 1909, subsequently plans were soon developed. The bandstand and old foot bridge are two distinctive fixtures in Salisbury's city park. Both of which, were erected with assistance from the Federal government's aid programs created during the lean years of the Depression as a part of a larger effort to improve the park lands following the devastating 1933 storm. The storm caused a failure in the Schumaker Mill dam upstream, and the resulting surge of water washed out early park improvements.

Other Historic and Cultural Sites

Salisbury is home to several cultural attractions and museums including the Salisbury Zoological Park, Chipman Cultural Center, and the Ward Museum of Wildfowl Art. These attractions not only attract visitors to the City, but they represent the deep history that defines the area.

Charles H. Chipman Cultural Center: The Chipman Cultural Center, located at 321 Broad Street, is an historic landmark, the oldest African-American church on the Eastern Shore dating to 1837 when five local freedmen purchased property and built a one-story structure for use as a church, school and meeting place. Formerly known as the John Wesley Methodist Episcopal Church, the building is now a cultural center and small museum honoring the history of African-Americans of the Eastern Shore regional area. Opened in 1994, the Chipman Cultural Center serves its community and its environs. It is operated by the Chipman Foundation, Inc., a non-profit organization dedicated to maintaining the facility and educating the public of the region's rich cultural background and encouraging community support for multi-cultural

issues and programs. The building now serves as a church, meeting space and a museum of Salisbury's African-American history.

In the fall of 2009, the Chipman Center with the assistance of Urban Salisbury was a recipient of a Community Legacy grant through the Maryland Department of Housing and Community Development. This grant will be used for façade improvements such as the repainting of the exterior of the building.

Salisbury Zoological Park: The Salisbury Zoological Park began in 1954 when animals became part of a permanent exhibit at the City Park. The Zoo now provides naturalistic enclosures for species native to North, Central and South America. For more than 50 years, the Zoo has been a showplace on Delmarva, and attracts over 300,000 annually to enjoy the animals and exhibits. Over the years, the animal collection has grown and educational opportunities have significantly increased.

Currently, the Zoo boasts an impressive collection of animals including: American alligators; flamingos; North American river otters; ocelots; Patagonian cavys; two-toed sloths; jaguars; llamas; macaws; rescued raptors and owls; spectacled bear; and red wolves.

Ward Museum of Wildfowl Art: The Ward Museum of Wildfowl Art is located on a 4.5 acre site on Schumaker Pond. Surrounded by wildlife in the heart of the Atlantic Flyway, the Museum features the world's largest and finest public collection of decorative and antique decoys. The Museum was named in honor of Stephen and Lem Ward, whose vision and artistry in carving decoys pioneered the transition of the decoy from a working tool to an expressive wildfowl sculpture.

The Ward Museum is a cherished part of this community as well as the Eastern Shore and far beyond. This collection ranges from antique working decoys to internationally acclaimed contemporary sculpture and painting. In addition, this museum offers programs for children and adults, teachers' training and special events celebrating waterfowl art from the Chesapeake Region and throughout North America.

HISTORIC PRESERVATION ORGANIZATIONS

Salisbury Historic District Commission (HDC)

The citizens of Salisbury recognize that historic preservation provides multiple values to the City in present and future times. Salisbury has many structures that represent valuable examples of period architecture. Clusters of historic buildings provide a strong neighborhood district, a living history and educational opportunities for the community.

The role of HDC, which is a certified local government commission, was established in 1992 within the City Code. The seven members of this Commission possess knowledge or training in such fields as history, architecture, preservation or urban design, and have demonstrated an interest in the preservation of historic and architectural areas of the City.

According to the City Code, the Commission is responsible "to review any application to construct, alter, reconstruct, move or demolish any site or structure within a historic district if any exterior changes are involved which would affect the historic, archeological or architectural significance of the site or structure, any portion of which is visible or intended to be visible from a public way, and to approve, modify, or reject such application." In doing so, the City uses standards and requirements contained in the 2009 Historic District Design Guidelines when reviewing applications. The Commission has a successful history of historic preservation as evidenced by the number of sites listed on the NRHP. The City of Salisbury needs to continue to encourage the Preservation Trust of Wicomico, Inc. and the Salisbury Historic District Commission to preserve the City's heritage.



For more information about the HDC, visit the City of Salisbury website at <http://www.ci.salisbury.md.us> or contact the City Neighborhood Services & Code Compliance Department at (410) 341-9550.

Preservation Trust of Wicomico County

As the local MHT Advisory Organization, the Preservation Trust of Wicomico County promotes heritage and architectural preservation in Wicomico County via numerous activities, including monthly meetings and mini-grants. The Preservation Trust is the most recent name for a group that was first established as the Wicomico County Committee of the Maryland Historic Trust and later known as the Wicomico County Historical Trust.

This group has supported and financed the Wicomico County Historic Sites Inventory over a period of more than ten years. The inventory includes over 640 sites throughout the County including locations in Salisbury, Sharptown, Mardela Springs, Delmar, Nanticoke, Tyaskin, Bivalve, Parsonsburg, Pittsville, Powellville and Willards.

Maryland Historical Trust

The Maryland Historical Trust was formed in 1961 to assist Maryland in identifying, studying, and evaluating the state's significant prehistoric and historic districts and sites. The Trust is the principle operating unit within the Maryland Department of Planning's, Division of Historical and Cultural Programs. Maryland's State Historic Preservation Officer, appointed by the Governor pursuant to the National Historic Preservation Act of 1966, is a member of the Trust staff.

In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Historical Trust Register.

National Trust for Historic Preservation

The National Trust for Historic Preservation (NTHP) is a national, non-profit organization that sponsors the National Main Street Center and a Heritage Tourism program. The NTHP provides loan and grant programs for historic preservation efforts.

Preservation Maryland

Founded in 1931, Preservation Maryland is the oldest historic preservation organization in the State. Preservation Maryland is dedicated to preserving historic buildings, neighborhoods, landscapes, and archeological sites through outreach, funding and advocacy.

Maryland Inventory of Historic Properties

The Maryland Inventory of Historic Properties (MIHP) is a broad-based repository of information on districts, sites, buildings, structures and objects of known value to the history, upland and underwater archeology, architecture, engineering, or culture of the State of Maryland. The MIHP includes information about both standing structures and archeological resources. The MIHP does include some resources that, with further analysis, may be determined to not be historic, as well as some once-historic resources that have since been demolished or altered. **Table 8-1** represents the Maryland Inventory of Historic Properties, which indicates there are 66 historic sites of significance in the City. Each surveyed site was given a site number, located on tax maps, photographed, and studied to record data such as the estimated date of construction, general conditions and historic integrity. Listing on the State MIHP provides protection against destruction of historic resources when state or federal funding is involved. However, listing on historic registers does not preclude the destruction or substantial alteration of historic resources when no government funds are involved.

TABLE 8-1: MARYLAND INVENTORY OF HISTORIC PROPERTIES

Salisbury Historic Sites	
1. 1102 Camden Avenue	35. Montgomery-Dryden-Webb House
2. Alfred C. Dykes Building (Kuhn's Jewelers)	36. Morris-Holloway House
3. B. Frank Kennerly House	37. Newtown Historic District
4. B. L. Gillis & Son Store Building (Feldman Brothers)	38. Old Salisbury City Hall and Firehouse (Police Department)
5. Bethesda United Methodist Church	39. Old School Baptist Church
6. Birch Brae Apartments	40. Old Synagogue Building (H.S. Brewington Building)
7. Brewington Building (Goodman Department Store)	41. Perry-Cooper House
8. Bridge 22003 (SHA) US Route 13 Bridge over Conrail railroad	42. Poplar Hill Mansion (Pemberton's Good Will)
9. Bridge 22009, Salisbury Bridge, West Main Street Bridge	43. R.K. Truitt Building
10. Camden Historic District	44. Salisbury Colored High School (Salisbury Elementary School)
11. Charles Bethke House	45. Salisbury (Downtown) Historic District
12. Church Street Historic District	46. Samuel H. Evans Store Property (Broughton Law Office)
13. Colonial Building (Hearne & Bailey Law Office)	47. Senator Jackson House, Stables
14. Dorman & Smyth Hardware Store	48. Senator William P. Jackson House
15. Dr. Cawry House	49. St. James A. M. E. Zion Church, site
16. Dr. Humphreys House	50. St. Paul's A. M. E. Zion Church, site
17. Dr. Spring Office	51. St. Peter's Episcopal Church
18. F. Leonard Wailes Law Office	52. Theodore Parsons House (Hatfield Manor)
19. Faith Community Church	53. Thomas H. Williams Building
20. Farmers' & Merchants' Bank (George, Miles & Buhr Inc.)	54. Todd House
21. First Colored Missionary Baptist Church of Salisbury, site	55. Trinity Methodist Church
22. Franklin Hotel	56. Union Railroad Station (Salisbury Station)
23. Fred L. Smith House (Joseph House)	57. Vernon Powell Building (Montgomery Ward Building)
24. First National Bank of MD (Salisbury National Bank)	58. Victorian Barn
25. Gillis-Grier House	59. West End Hotel (Merchant's Hotel)
26. Greater Salisbury Building	60. White & Leonard Building (Joseph Bergen Commercial Block)
27. J. Waller Williams House	61. Wicomico County Courthouse
28. Jay Williams Law Office	62. Wicomico Hotel (One Plaza East)
29. Jeanette Long House	63. Wicomico News Building
30. John Hanson Savings & Loan Bank	64. Wicomico Presbyterian Church
31. John Wesley A.M.E. Church & Parsonage	65. William D. Long Building (Market Street Books)
32. L.W. Gunby House	66. William M. Day House
33. Market Street Stable (Palace Stables)	67. Woolworth's Building (Gallery Building)
34. Masonic Temple (Wicomico Lodge No. 91)	

Source: Maryland Historical Trust, 2009

HERITAGE PRESERVATION AND TOURISM PROGRAMS

National Register of Historic Places

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. The National Park Service oversees the national program and coordinates and supports public and private efforts to identify, evaluate, and protect America's historic and archeological resources.

Those properties listed on the National Register have the following benefits:

- National recognition of the value of historic properties individually and collectively to the Nation;
- Eligibility for Federal tax incentives and other preservation assistance;
- Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings; and
- Consideration in the planning for federally and state assisted projects.



Lower Eastern Shore Heritage Area

Maryland Heritage Areas are designated as revitalization areas that combine heritage tourism, and small business development with preservation, cultural conservation, recreation, and education. The State of Maryland Heritage Areas Authority (MHAA) oversees the program and provides matching grants to partnerships and private interests to develop management plans that will help guide public and private investments in the development of tourism. When the plan is adopted, the locale becomes a Certified Heritage Area and its communities and businesses are eligible for targeted financial and technical assistance from the Authority and other state agencies.

Maryland's Lower Eastern Shore Heritage Council has taken steps towards building a partnership in support of a Lower Eastern Shore Heritage Area, which includes Wicomico County. The area is currently designated as a Certified Heritage Area.

In 2002, the Lower Eastern Shore Heritage Area Plan was developed, as well as adopted, for the tri-county area including Wicomico, Somerset and Worcester Counties. The Plan made several important recommendations for the region. Among the most significant, was to establish a Targeted Investment Area (TIA) in the Salisbury area (the Salisbury Crescent TIA).

A TIA is a specific priority area, which is intended to attract significant private investment. This TIA designation is essential because it enables the City to pursue grants from MHAA and Maryland Historic Trust (MHT). These grants can be used for acquisition, development, preservation or restoration projects. Additionally, projects and properties within the designated TIA are eligible to receive loans for economic development projects from the proceeds of revenue bonds sold by MHAA, as well as receive Historic Preservation Tax Credits for structures not listed in the National Register of Historic Places. The goal of the designation is to encourage heritage tourism and support for economic development in the historic downtown area. The Salisbury Crescent TIA extends along the Wicomico River from Pemberton Historical Park to the City of Salisbury's eastern border, with a focus on the Historical Park, the Ward Museum and Salisbury's downtown.

Scenic Byways

The National Scenic Byways Program is part of the U.S. Department of Transportation, Federal Highway Administration. The program is a grass-roots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States.

There are three scenic byways that include sites in Salisbury. The Blue Crab Scenic Byway is 122 miles in length and is a loop around the southern Maryland area, including Salisbury. This byway provides a linkage to the sites, attractions, communities and resources that are culturally significant, historical resources, and provide recreational opportunities for the area. It combines several existing state scenic byways into one primary touring route of the Lower Eastern Shore Heritage Area. The byway includes the existing Old Ocean City Scenic Byway (connecting Salisbury to Ocean City); the southern most portion of the Chesapeake Country Scenic Byway (connecting Salisbury with Crisfield), and coexists with a portion of the Beach to the Bay Indian Trail (forming the southern portion of the loop connecting Assateague with Berlin, Snow Hill, Pocomoke City, and Princess Anne with a connecting link to Crisfield).

The second byway is Old Ocean City Road, a designated Maryland State Scenic Byway. This byway connects Salisbury to Ocean City via MD 346 and U.S. Route 50. The Salisbury portion of this byway travels along Old Ocean City Road to Church Street and meanders through Salisbury's Newtown Historic District and downtown Salisbury. The byway passes through the rural crossroads of Walston Switch, Parsonsburg, Pittsville, Willards, Whaleyville, St. Martin Neck, and Berlin as it traverses flat farm country and an occasional patch of woods on its destination of Ocean City.

The third byway is the Chesapeake Country Scenic Byway, which tells the story of water-laced land along the Chesapeake Bay with Victorian towns and waterfront villages. This byway is 85.5 miles in length along the Eastern Shore. The byway extends from Chesapeake City in Cecil County to Crisfield and Ewell in Somerset County, thereby stretching the entire length of the bay on the Eastern Shore. Both the national and state-designated sections of the byway run past many towns. Many of the places listed on the NRHP are located on this Byway.

National Scenic Byways Grants

The National Scenic Byways Program funds the development of community-based corridor management plans (CMP), which make scenic byways eligible for additional grants as well as a National Scenic Byway designation. Scenic byways must be designated at the State level before a sponsor may apply for CMP funds. In order to obtain the state designation, the byway must be "scenic" with added weight given to byways with historical, cultural, natural, archaeological, and/or recreational qualities that promote Maryland's unique heritage. Preference will also be given to byways with the potential for broad-based community support. After a CMP has been completed, the project sponsor may choose to nominate the State Scenic Byway as a National Scenic Byway or an All American Road.

PRESERVATION INCENTIVES

There are several programs offering preservation incentives, such as tax benefits and professional historical consulting, in the City of Salisbury. The programs include the National Register of Historic Places, Maryland Historical Trust, Maryland Historic Preservation Easement, Historic Preservation Loan, Grant, and Easement Programs, and the Bartus Trew Providence Preservation Fund.

Bartus Trew Providence Preservation Fund

The Bartus Trew Providence Preservation Fund is administered by the National Trust for Historic Preservation and awards grants for the acquisition, maintenance, and preservation of historic landmarks and memorials on the Eastern Shore of Maryland.

Maryland Historic Preservation Easement

Owners of properties listed on, or eligible, for the National Register of Historic Places, or located within a locally certified or Register-listed historic district may donate the land to the MHT for income, estate inheritance, gift, and property tax benefits. The process is via a perpetual historic preservation easement to the MHT. The easement gives MHT the role of the final approval authority regarding proposed structural modifications. The MHT currently holds easements on over 600 properties. The sites in Salisbury are listed in the Historic Sites section of this chapter.

Historic Preservation Grant Fund

In 1976, the Historic Preservation Grant Fund was created by the General Assembly as a way to encourage the preservation of historic properties statewide. The program was then streamlined in 1989 to include Capital and Non-Capital projects. Capital grant money is available to non-profit organizations, local jurisdictions, business entities and individual citizens committed to preserving their historic resources. They are not available for private residences and are limited to \$50,000 per year, per project.

Historic Preservation Loan Program

The Historic Preservation Loan Program provides loans to nonprofit organizations, local jurisdictions, business entities, and individuals to assist in the preservation of an historic property. Loan funds can be used to acquire, rehabilitate, or restore an historic property listed on, or eligible for, the National Register of Historic Places as well as short-term financing of studies, surveys, plans, and architectural engineering. The average loan amount is \$100,000 with \$300,000 being the largest loan. Low interest loans are available on a first-come, first-served basis throughout the year.

Heritage Preservation Tax Credit Program

MHT administers the Heritage Preservation Tax Credit Program. The Program provides Maryland income tax credits equal to 20 percent of the qualified capital costs expended in the rehabilitation of a “certified heritage structure.” A certified heritage structure includes individually listed or eligible structures in the National Register of Historic Places, located in a historic district listed in the National Register of Historic Places, or located in a certified heritage area and certified by the Maryland Heritage Areas Authority as contributing to the significance of the certified heritage area.

Urban Salisbury’s Façade Grant Program

The purpose of Urban Salisbury’s Façade Grant Program is to encourage and assist with rehabilitation and restoration of facades of buildings within Downtown Salisbury. The property must be located in Downtown Salisbury, for the purpose of this program an area bounded by U.S. Route 13, Delaware Avenue and the Wicomico River to the west, U.S. Route 50, and Riverside Drive to Wicomico Street and to Carroll Street on the South. Commercial, industrial, residential and public properties may be eligible for funding assistance.

Grant funding must be used for rehabilitation and/or restoration of the exterior of the structure. Rehabilitation and restoration of the interior of the structure will not be considered. In some instances, exterior lighting and landscaping of grounds immediately contiguous to the structure may be considered.

Grant funding can only to be awarded prior to construction of the project. Rehabilitation and restoration projects that are underway will not be considered.

Façade rehabilitations or restorations must conform to the guidelines of the Salisbury Historic District Commission. A copy of the Guidelines can be found on the City’s website <http://www.ci.salisbury.md.us>.

Downtown Revitalization Revolving Loan Program

This program administered by the City of Salisbury is a tool to aid in the on-going revitalization efforts of the Downtown area. The purpose of the program is to improve the visual quality of the existing commercial buildings and mixed uses in an effort to encourage the development of new businesses, as well as supporting expanding businesses as a means of increasing the City’s commercial tax base. Eligible activities of this program include:

- The construction or renovation of buildings in the Downtown area; and
- The purchase or renovation of equipment or machinery.

To learn more about the City’s Downtown Revitalization Revolving Loan Program, contact the City Administrator at (410) 548-3100 or visit www.ci.salisbury.md.us.

NON-PROFIT AND HERITAGE RESEARCH ORGANIZATIONS

Edward H. Nabb Research Center at Salisbury University

In 1982, members of the Salisbury University History Department designed a course to prepare students for occupations other than the traditional goal of the school’s history majors. The professors designed a course that would make use of the vast and largely untapped Delmarva Peninsula resources as the basis for case studies in the field. Faculty members Ray Thompson and Sylvia Bradley initiated a program to microfilm county court records for the entire region. The Center quickly became a popular repository for material pertaining to the Delmarva Peninsula. The Center collects and preserves archival material, artifacts, family history, maps and microfilms pertaining to the Eastern Shore of Delaware, Maryland and Virginia.

According to the Center's website, their mission is "to cultivate and sustain the advancement of scholarly research through collecting, preserving, disseminating and providing access to records and artifacts which illustrate the rich historical and cultural heritage of the greater Delmarva region."

The Center is endowed by Edward H. Nabb, a Maryland attorney and philanthropist.

Friends of Poplar Hill Mansion, Inc.

Poplar Hill Mansion is an historic house (ca. 1805) owned by the City of Salisbury. The mansion is available to rent for civic and private functions. The Friends of Poplar Hill Mansion, Inc. are a non-profit organization appointed by the Mayor and City Council to maintain and oversee the mansion. The "Friends" upgrade the furnishings as funds become available. Historic seminars, concerts, art and antique exhibits, and related events are also held at the Mansion. In an effort to maintain a relevance of the period when the structure was originally built, the site features interior furnishings and plantings appropriate to the period.

Lower Eastern Shore Heritage Council, Inc.

The Lower Eastern Shore Heritage Council (LESHC) is a grassroots, non-profit organization whose purpose is to preserve, protect and promote the cultural, natural and historical heritage of Somerset, Wicomico and Worcester counties. The LESHC has been successful at creating marketing materials that highlight the historic, natural, agricultural, and arts attractions in the area. In June of 2002, the Committee published the *Management Plan for the Lower Eastern Shore Heritage Area*.

The Plan addresses historical development and significance, orientation and linkages, interpretation and education, tourism and visitor services, economic development, stewardship, and management of the Lower Eastern Shore Heritage Area. For example, LESHC understands that 45 percent of adults planning a trip for pleasure visit a historic site while on vacation. Therefore, the Committee identified steps to protect their cultural and natural resources to create a critical mass of quality attractions and assessed the best marketing strategies to attract tourism, such as web sites and brochures.

Preservation Maryland

Preservation Maryland is the state's oldest historic preservation organization. Founded in 1931 as the Society for the Preservation of Maryland Antiquities, Preservation Maryland is dedicated to preserving Maryland's historic buildings, neighborhoods, landscapes, and archaeological sites through outreach, funding, and advocacy. Preservation Maryland currently administers The Heritage Fund to support preservation projects and organizations through small grants that are awarded for a variety of purposes - from emergency repairs to case studies.

Wicomico Historical Properties, Inc.

The purpose of this 501(c)(3) organization is to support the physical preservation of historic structures in Wicomico County. Notable projects include the relocation of the Rockwalkin School, a one-room school house to the grounds of Pemberton Elementary School, the acquisition, restoration and resale of the Old Synagogue building in Salisbury, a loan to Pemberton Hall Foundation and a donation to the Chipman Foundation toward the restoration of the John Wesley Church.

CEMETERY PRESERVATION

Cemeteries and burial grounds are complex cultural landscapes holding information about our social, cultural, artistic, and architectural heritage. Often, historic cemeteries are threatened by overgrowth and neglect. They are often hidden away in woodlands and farm fields.

City of Salisbury Comprehensive Plan



Maryland law provides protection against disturbance of burial sites and human remains and provides a basis for access. Real Property Article, Titles 14-121 and 14-122 provide a framework for persons of interest to gain access to burial sites while protecting the landowner from liability. Article 66B, Land Use, Subdivision Controls, Title 5.03(d) requires an easement be provided for burial sites located on land that is to be subdivided. Provisions should be established for long-term care of cemeteries/burial sites.

The Salisbury-Wicomico County Department of Planning, Zoning & Community Development houses an Inventory of Cemeteries and Burial Sites, which is available to the public. Currently, the Department is in the process of transferring the inventory, which is recorded in a database, into a compatible format for use in the City's Geographical Information System.



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CHAPTER 9: COMMUNITY & ECONOMIC DEVELOPMENT

INTRODUCTION

Development planning is the process by which the City identifies and seeks to achieve the most desirable future for the community. The development planning process has two principle outcomes: the first is a consensus on pursuing the vision for future growth; the second is a land use plan. For the purposes of this Chapter, development planning involves the promotion of community goals and potential, including the development of human capital, a broader focus than simply land use or public facility provision.

Community-based economic development is aimed at bringing members of all groups into the local economy. Efforts take a variety of forms, ranging from the construction of affordable housing, to the establishment of businesses that support local workers, and through training opportunities that meet the local needs. The local labor force needs to be prepared to take advantage of new jobs.

This Community and Economic Development 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 strategies that should be implemented to ensure the orderly growth and development of the Salisbury metropolitan area. It looks to encourage continued economic expansion of the City of Salisbury with a variety of well-designed and well-located commercial facilities and neighborhoods, to meet regional market demand while simultaneously encouraging the redevelopment of existing facilities into viable commercial sites. The overall goal is to help promote orderly growth while encouraging development within the City as a center of regional activity.

GOALS

- Encourage future development that bolsters the downtown's role as the City center and home of government, retail business, arts and entertainment, and the waterfront.
- Creation of new jobs and encourage people to reside in the City.
- Encourage a commercial redevelopment or revitalization concept which will make appropriate use of the Wicomico River waterfront for private redevelopment, while encouraging maximum public use of the river front.
- Maintain the City of Salisbury as the center of retail trade and health services for the Lower Eastern Shore and much of the Delmarva Peninsula.
- Support the revitalization of existing neighborhoods.
- Improve public safety throughout the City.
- Maintain the status of the Port of Salisbury as an essential element of regional commerce.

OBJECTIVES

- Plan and implement economic development activities in coordination with Salisbury-Wicomico County Economic Development (SWED) and Urban Salisbury, Inc. (USI).
- Identify properties and areas with commercial, industrial or institutional redevelopment potential which may provide a catalyst for private sector investment.
- Work with owners, investors, and business representatives to strengthen Downtown and established business districts, revitalize and redevelop underutilized commercial properties to create and retain employment.

- Continue to work with the private business sector and the local schools to identify and encourage qualified individuals to participate in job training programs.
- Support improved access between metropolitan areas of Baltimore, Washington and Wilmington and the Eastern Shore including roadway, rail, water, and air access.
- Support infrastructure improvements that provide safety, accessibility, and connectivity.
- Decrease the crime rate, especially Part 1 crimes (violence and property).
- Renovate and repair neighborhood parks, playgrounds, and community centers that serve all persons, especially youth.
- Provide financial incentives and technical assistance to encourage mixed-use development (commercial and residential) in the downtown.
- Implement reinvestment strategies, maximizing private sector involvement.
- Support the downtown and riverfront redevelopment efforts and the Riverwalk project.
- Enhance coordination between the City of Salisbury, Salisbury University, UMES, and Wor-Wic Community College to establish partnerships and opportunities for both students and local businesses.

IMPLEMENTATION STRATEGIES

- Establish incentive programs with measurable benchmarks for the purpose of creating new jobs and attracting people to locate within the City.
- Target the downtown area for more office, retail, and high density residential development, thereby strengthening its role as a vital City center where people come to work, live, and play.
- Encourage revitalization which achieves an appropriate balance between commercial development and the creation of public open space to optimize investment opportunities and public use of the riverfront while preserving and protecting this environmentally sensitive area.
- Participate or conduct a Strengths, Weaknesses, Opportunities and Threats analysis specific to the economic development and revitalization of the City, with a specific focus on the revitalization of the Downtown.
- Encourage promotional activities and aesthetic improvements to enhance Salisbury's Downtown area and its overall economic activity.
- Make the downtown area more appealing with the use of landscaping, trees, open space, and additional structured parking in keeping with the Main Street Master Plan.
- Improve pedestrian access to the downtown area with easier access to and from the hospital area and adjacent neighborhoods.
- Support the continuation of public/private partnerships such as Urban Salisbury, as an effective means to promote activities and aesthetic improvements in Salisbury's downtown area.
- Work to implement the recommendations of the Task Force on Crime, as appropriate.
- Effectively administer the Maryland Safe Streets Grant, serving as an active partner in the multi-agency cooperation.
- In all new annexations, continue the policy of negotiating developer payments to a fund for neighborhood revitalization.
- Support further expansion of the health service industry, and Peninsula Regional Medical Center in particular, through the enactment of more simplified and targeted zoning regulations.
- Work closely with Salisbury University to support further expansion in appropriate locations. Regulations should more clearly target expansion areas, while discouraging conflicts with existing neighborhoods.



- University sponsored programs should be designed to complement and support community programs and business initiatives.
- Work with planners and developers to support the development and redevelopment projects within the City such as the former Salisbury Mall property.
- Support local transit planning initiatives through participation in the Salisbury/Wicomico Metropolitan Planning Organization.
- Support the development of new neighborhoods built around “neighborhood commercial centers” that are well connected to existing neighborhoods, with an emphasis on safety, convenience, and attractiveness.
- Work to further the relationship between local K-12 schools, Salisbury University, Wor-Wic Community College, and UMES by expanding internship opportunities and learning opportunities at Salisbury University’s Teacher Education and Technology Center.
- Encourage coordination between the City, local businesses, non-profit organizations, Salisbury University, Wor-Wic Community College, and UMES to expand the internship and service learning opportunities for students and to identify current and future needs for undergraduate and graduate education.

ENTITLEMENT COMMUNITY (CDBG)

The City of Salisbury is designated federally as an entitlement community under the Community Development Block Grant Program. This enables the City to qualify automatically for annual funds to assist low and moderate income citizens, and to help distressed areas. In order to remain qualified, the City must regularly prepare and adopt a Consolidated Plan. The Consolidated Plan and the resulting programs should reflect the goals and objectives of the City Comprehensive Plan, and assist in its implementation.

SUPPORT FOR LOCAL BUSINESSES

While it is important to maintain a business friendly atmosphere to attract desirable retail firms to the area, there is also a critical need to support home grown businesses and investment. Local owners have an inherent interest of the long-term health of the City of Salisbury. Community-based businesses and owners are essential to charitable endeavors, serving on local boards, and supporting a variety of local causes.

The money spent at a community-based business creates a multiplier effect in the local economy. It is a commonly accepted fact that from each dollar spent at a local independent merchant, three or more times as much typically goes back into the local economy compared to a dollar spent at a chain-owned business.

A 2002 Economic Impact Analysis in Austin, Texas, was one of the first major studies that examined the economic impact of shopping at local businesses versus national chains. The results of the study concluded that for every \$100 spent at a local bookstore or CD store, \$45 stayed within the local economy. In comparison, for every \$100 spent at Borders the local impact was roughly \$13. Local businesses have long served as the backbone of any community.

Another advantage of supporting community-based businesses is the tendency of locally owned retailers to carry a greater degree of locally produced products. Local retailers bring a different flair to their presentation and a local feeling that is distinct from that provided by a national chain, which may have some local elements, but would otherwise be indistinguishable from a similar outlet anywhere else in the country.



Local businesses are essential to a community because they offer a variety of benefits such as:

- Providing jobs;
- Ensuring choice and diversity of goods and services based on local interests;
- Maintaining community character and identity;
- Convenience; and
- Providing for a stronger tax base.

In an effort to enhance recognition of the local restaurants serving the residents of Salisbury, a group of twenty local business owners formed the Local Owner Restaurant Association (LORA). The primary focus of LORA is to heighten awareness of the local support the association gives the community in regards to charitable and noteworthy donations and the use of local dollars supporting local businesses. This is just one of many on-going efforts by local business owners and associations of promoting the local amenities of the area, as well as encouraging support of community-based businesses.

EMPLOYMENT PROFILE

Of the total population of the City of Salisbury 16 years and over, 68 percent are in the labor force and 31.8 percent are not seeking jobs. The median household income for the City of Salisbury is \$38,878. More than 30 percent of the City population earns less than \$25,000 per year, while 32.7 percent earn between \$25,000 and \$50,000. Less than 10 percent of the population earns \$100,000 or more. Roughly 10 percent of the families are below poverty level, a majority of which are families with female householders and children under 18 years.

The highest employment within the City is educational services, health care, and social assistance employing approximately 24 percent of the workforce. This is followed by retail trade employing 14 percent, and construction and manufacturing which each employ approximately 10 percent of the workforce. **Table 9-1** lists the major employers in and surrounding the City of Salisbury.

TABLE 9-1: MAJOR EMPLOYERS IN & AROUND SALISBURY

Employer	Number Employed	Product /Service	Industry
Peninsula Regional Medical Center	3,000	Medical services	Health Care
Perdue Farms	1,600	HQ / poultry processing	Manufacturing
Salisbury University	1,400	Higher education	Educational Services
Harvard Custom Manufacturing	600	Electronics Assembly	Manufacturing
K&L Microwave	400	Electronic Assembly	Manufacturing
Wal-Mart / Sam's Club	400	Consumer Goods	Retail Trade

Source: Maryland Department of Business and Economic Development (2008)

Peninsula Regional Medical Center

The Peninsula Regional Medical Center is the largest single-site employer on the Delmarva Peninsula with approximately 3,000 employees. Of these, 1,849 reside in Wicomico County. Over 400 additional volunteers also help to staff this facility. The annual gross impact of Peninsula Regional on the regional economy is \$300 million while another \$20 million will be reinvested into new health care equipment upgrades.

Peninsula Regional is completing a \$100 million hospital expansion. This is the largest renovation project ever completed in Wicomico County. The project initiatives include a new bed tower (CCU and Acute Care Units), Emergency Services, Outpatient Services, Educational Conference Center, Central

Plant 2, Heart Atrium, and renovation/expansions of the Cancer Center, PACU, Rapid Admit Unit, Laboratory, Diagnostic Imaging, Pharmacy, and the Mother Baby Unit.

Perdue Farms

With annual sales in excess of \$4.6 billion, Perdue Farms is ranked as the third largest poultry company in the U.S. and has a processing facility in the City of Salisbury. Perdue provides food and agricultural products and services to customers in more than 50 countries. Perdue is privately held and family – owned; the company is currently led by the third generation of the family. The headquarters are located outside the City limits but within the municipal growth area.

Colleges and Universities

Salisbury University

Salisbury University is located on 155 acres within and adjoining the City of Salisbury. The University has 51 buildings with a total of 1,447,035 square feet. As of the Fall 2008 semester, the University had a total enrollment of 7,868 students including both undergraduates and graduates. The university employs 531 faculty members and offers 42 undergraduate programs, 13 graduate programs, and five post baccalaureate certificate programs.

The mission of Salisbury University from the 2009-2013 Strategic Plan is to offer excellent, affordable educational opportunities to empower students with the knowledge and skills for gainful employment and life-long learning. The goals in the Salisbury University Strategic Plan are established to ensure that Salisbury University continues to build upon its strong academic program, attract and retain quality students, keep and enhance a small school feel and strong faculty-student-staff engagement, and identify and increase the resources available to address priority needs. Two new doctoral programs, the Doctorate of Literacy Education and the Doctorate in Nursing Practice are being developed and implemented at the University (Salisbury University Strategic Plan, 2009-2013). Collaboration between the City and the University to employ students enrolled in these programs in the local schools and the Peninsula Regional Medical Center benefits both the students and the local economy. Potential career opportunities help to retain some graduates once their education requirements are completed. Additionally, University sponsored programs should be designed in a manner to complement and support community programs and business initiatives.

Wor-Wic Community College

Another educational facility located within Wicomico County east of Salisbury is Wor-Wic Community College. This two-year college employing approximately 300 faculty members serves more than 10,000 students primarily from Wicomico, Worcester, and Somerset counties. Offering about 2,000 credit and non-credit classes, Wor-Wic Community College provides quality postsecondary education at a reasonable cost. The College offers programs that lead to an associate of arts (A.A.) degree, associate of arts in teaching (A.A.T.) degree, associate of science (A.S.) degree, associate of applied science (A.A.S.) degree, certificate of proficiency, or a letter of recognition. Additional courses include the first two years of a four year baccalaureate program for those who want to transfer to a four year school.

University of Maryland Eastern Shore (UMES)

The University of Maryland Eastern Shore (UMES) is a fully accredited four-year university located 13 miles south of Salisbury in Princess Anne, Maryland. The 620-acre University with over 200 employees has 3,300 enrolled students of which 93 percent are undergraduates. UMES offers B.A. and B.S. degrees in 26 disciplines of arts and sciences, professional studies, and agricultural sciences. In addition to the undergraduate programs offered at this accredited academic institution, the University also offers eight graduate and Ph.d degrees.

Recently, UMES started offering a four-year engineering degree. Prior to this four-year degree being offered, both Salisbury University and UMES only offered two-year engineering programs. Upon completion of the two-year program, many students would then leave the Eastern Shore and transfer to another University of Maryland School to finish coursework for their degree. This new degree program should not only help to retain students for an additional two years to complete their education but to attract students who would otherwise not choose the Eastern Shore to pursue their education. In addition, UMES offers a degree program in aviation sciences. These technical degree programs along with advanced job opportunities on the Shore will not only attract talent to the region, but help to retain it as well.

Mid- Atlantic Institute for Space and Technology

Salisbury University, along with Wor-Wic Community College and the University of Maryland Eastern Shore, are working with the Greater Salisbury Committee and the Virginia Space Flight Center at Wallops in the development of the Mid-Atlantic Institute for Space and Technology (MIST). MIST is a non-profit association of industry, government, and academia whose goal is to grow business and higher education research projects involving space. It is expected that the development of this program will not only promote the expansion of educational opportunities, but also help Salisbury offer more high-tech employment opportunities and achieve greater retention of the students graduating from Salisbury University, University of Maryland Eastern Shore, and Wor-Wic Community College.

HISTORIC DOWNTOWN SALISBURY

The overall Salisbury economy is strong and diversified, and the city has concentrated recently on revitalizing the historic downtown. During the mid-nineties over a dozen businesses left and relocated out of the downtown. Vacancies have arisen in Salisbury's downtown and the surrounding neighborhoods have experienced declining home values and increasing crime. The City's downtown and adjacent neighborhoods also suffer from numerous infrastructure problems. Issues such as traffic congestion, poor signalization, restrictive access, inadequate river crossings, and insufficient pedestrian crossings have helped to isolate the downtown from the neighborhoods, especially the Westside. Thus, a key to revitalization of the downtown and the surrounding neighborhoods is to link both through improved pedestrian access.

Central to the City's revitalization effort is the establishment of more businesses in the downtown as well as the surrounding neighborhoods. Similarly, the goals of the City, the Greater Salisbury Committee, and Salisbury-Wicomico Economic Development (SWED), are to encourage business growth and job creation in nursing and high tech industries. Along with the need to reduce crime, improve streets, create jobs, and rehabilitate affordable housing, through outreach efforts, Salisbury residents have indicated the need for youth and neighborhood centers, public restrooms in the downtown to serve the homeless, and more open space to enhance neighborhood vitality.

Downtown Salisbury is a designated Historic District, intended to "safeguard and promote the history and heritage of Salisbury by preserving areas, structures and sites of cultural, social, economic, political, architectural and historical significance." To support its revitalization efforts the City in cooperation with Urban Salisbury Inc., property owners and businesses in the area participate in a number of state and federal efforts to support traditional downtowns. Downtown Salisbury is:

- A Main Street Community;
- Part of the Lower Eastern Shore Heritage Area;
- Part of a Priority Funding Area;
- Named by the White House as a Preserve America Community;

City of Salisbury Comprehensive Plan

- Part of an Enterprise Zone; and
- A State designated Arts and Entertainment District.

Urban Salisbury Inc.

Formed in 2001, Urban Salisbury, Inc. (USI) is the primary economic revitalization agency in Downtown Salisbury. USI actively recruits new businesses, assists prospective Downtown business operators by providing advice and direction and helps sustain established businesses through a program of promotional and community events. To implement these programs, USI works closely with the City, Salisbury-Wicomico County Economic Development, Small Business Development Center at Salisbury University, United States Department of Agriculture, Maryland Department of Business and Economic Development and the Maryland Department of Housing and Community Development through its Main Street program.

Urban Salisbury's goal is to manage, promote, develop and enhance the quality of life and commerce in Downtown Salisbury. That goal is achieved by helping government, civic and community groups, institutions, property owners, tenants and businesses use the Main Street approach to meet the needs of our community.

USI operates under an enhanced Main Street model. Typically, a Main Street organization has four Committees; *Design, Economic Restructuring, Promotion and Organization* operating under the Board of Directors. Urban Salisbury has all these plus 3 Special Committees, which under the guidance of the Board plan and nurture activities and projects unique to Downtown Salisbury.

Urban Salisbury's special committees are *Arts & Entertainment District, Park 'n Flea and Sculpture*. Each group consists of volunteers that share a particular interest in delivering a unique project or strengthening awareness of a particular aspect of life in Downtown Salisbury. They are usually USI members plus representatives from other community groups, local or state agencies, institutions and the private sector.

With Urban Salisbury as the facilitator, the collaborative efforts of all these agencies and volunteers has led to significant investment in Downtown Salisbury and is likely to produce major benefits in the future.

Arts and Entertainment District

Maryland is the first state in the country to develop Arts and Entertainment Districts (A&ED) on a statewide basis. Arts and Entertainment Districts further the goals of Smart Growth by locating within a Priority Funding Area and by carefully coordinating with local plans and policies for economic development. In April 2007, Maryland granted Salisbury an Arts & Entertainment District designation, bringing additional tax and financial benefits to certain arts and entertainment related businesses and investments. The A&ED Committee operates under the auspices of Urban Salisbury which provides funding assistance and volunteer support to achieve these goals.

The benefits offered to participants in the A&ED include:

- Property tax credits for new construction or renovation of certain buildings that create live-work space for artists and/or space for arts and entertainment enterprises.
- An income tax subtraction modification for income derived from artistic work sold by "qualifying residing artists."
- An exemption from the Admissions and Amusement tax levied by an "arts and entertainment enterprise" or "qualifying residing artist" in a district.

Public Safety

In the fall of 2008, the *Mayor's Task Force on Crime* was created. The Task Force was formed due to growing concern for the level of crime activity in and around the City of Salisbury. Because crime is a community problem that requires a community solution, many key community stakeholders and law enforcement agencies were identified to serve on the Task Force. A Preliminary Report was presented in March of 2009, and their recommendations are currently under review.

In January of 2010, the City was awarded a Maryland Safe Streets Grant in the amount of \$156,000. This program engages the City in the use of the Governor's Security Integration Model of multi-agency coordination. This partnership includes the Salisbury Police Department, Wicomico County Sheriff Department, Wicomico County States Attorney, Wicomico County Board of Education, Maryland State Police Department, U.S. Department of Justice, and more than 10 neighborhood associations.

Through the Safe Streets Program, Salisbury will:

- Develop a strategy which deploys Local, State, and Federal resources to identify repeat offenders who are engaged in gun and drug crime. This includes a commitment to sharing information in accordance with Federal and State law and pooling of resources to prioritize workloads;
- Coordinate Local and Federal prosecution strategies so that they are focused on the most violent and repeat offenders, with an emphasis on reducing gun and drug-related violence;
- Enhance information sharing, data analysis, and the use of technology in accordance with Federal and State law to identify crime trends and to proactively address community conditions leading to crime;
- Identify laws and regulations such as code enforcement, that can be utilized to support public safety efforts;
- Ensure that local social services and drug treatment programs are a part of the coalition to reduce recidivism, support victims, and improve offenders' chances of successful re-entry to the community;
- Include the community in the work of the coalition by seeking to implement alternative dispute resolution, community-based crime prevention programs, diversion initiatives, and other appropriate community-based crime prevention initiatives; and
- Commit to share data at regular meetings, in accordance with Federal and State law, and to evaluate progress among the State and Local public safety agencies working within the coalition.

Salisbury - Wicomico Economic Development, Inc.

The primary agency charged with the promotion of economic development in Salisbury and Wicomico County is Salisbury-Wicomico Economic Development, Inc., (SWED) a private membership organization which receives support from local governments. The mission of Salisbury-Wicomico Economic Development, Inc., founded in 1968, is "to enhance the socio-economic environment of Salisbury, Wicomico County and the region through the preservation and creation of productive employment opportunities."

In their 2008 Annual Report SWED describes its activities as threefold:

- *Business Retention/Expansion:* Most businesses derive seventy to eighty percent of revenue from existing customers. As a correlation, most new jobs in any community originate from resident businesses. A strong business base also helps to attract new firms to a growing area.
- *Business Attraction:* New and diverse businesses mitigate adverse effects of economic downturns, reduce reliance on a few firms, increase the taxable base, and add jobs. Ancillary or indirect benefits are as great, if not greater, than direct benefits.

- *Strengthen SWED:* Since its establishment in 1968, SWED has received financial and professional support from public and private sectors. Both sectors demonstrate an interest in economic development and both sectors possess unique resources. A combined public-private effort maximizes resources, leverages capital, and broadens expertise.

SWED's annual report further notes that the community has a solid economic base founded in poultry and agricultural industries as well as institutional assets associated with health care and higher education. A diversified economic base mitigates negative economic events during down cycles while enhancing opportunities during growth cycles.

MARYLAND BROADBAND COOPERATIVE

The Maryland Broadband Cooperative (MDBC) is a public/private partnership to promote economic development through the deployment of technology supporting infrastructures. The mission of MDBC is "to drive economic development through universal, open access to broadband services via a fiber optic network that serves rural Maryland by building an advanced, world-class broadband network across the rural communities of Eastern, Southern and Western Maryland supported by its members who provide "Last Mile" services." The MDBC receives funding to build the infrastructure through the Maryland Rural Broadband Coordination Board, which was formed under Senate Bill 753.

Salisbury is part of the Lower Eastern Shore network which serves Easton, Cambridge, Salisbury, West Ocean City, Snow Hill, Wallops Island, Pocomoke, and Princess Anne through a system of fiber optic cable. Access to the broadband network enables the City of Salisbury to become a technical hub for the region and allows universities and colleges in the area to implement more high-tech programs.

ISSUES BY PLANNING AREA (SEE MAP 1-1)

Planning Area 1

Planning Area 1 is home to Historic Downtown Salisbury, the Arts & Entertainment District, and the Peninsula Regional Medical Center.

The downtown area in the City of Salisbury is in need of revitalization and economic stimulus. The Downtown area contains a mix of government, office, and a small amount of retail spaces. Most of the infrastructure of the area is old. An attractive pedestrian plaza, coordinated lamp post banners, street landscaping and upgraded pedestrian crossings for U.S. Route 50 reflect earlier efforts to promote downtown revitalization. Unfortunately, these efforts have not yet brought a significant influx of new businesses or residents.

In 2009, the City approved the Main Street Master Plan which should solve many of the streetscape problems and address the landscaping issues. By re-routing traffic and increasing on-street parking, the Master Plan is designed to make Downtown more accessible and appealing. More housing and retail opportunities within the downtown area, in addition to expanded landscaping and street features could help to renew the area.

Two fundamental changes should be encouraged to stimulate the Downtown economy. First, the critical mass of retailing must be expanded through the introduction of core retailers and service providers. Secondly, ground floor space currently occupied by offices should be gradually returned to its traditional use as retail space. Current occupants should not be dislocated prematurely but as they relocate their former offices should become stores, restaurants and galleries.

Developing the downtown area into an Arts and Entertainment District to include retail, culinary, recreational, and cultural venues would revitalize the area. Supporting the expansion of the Riverwalk along the banks of the Wicomico River to run through the entire downtown area would attract pedestrians and tourism. Implementing more flexible land uses in the downtown area would allow a wide variety of businesses to develop near the Riverwalk area. Establishing design guidelines for businesses along the Riverwalk would encourage the businesses to be oriented toward the Riverwalk allowing for increased pedestrian access. The downtown area could serve as a tourism hub for the City of Salisbury and Wicomico County.

Peninsula Regional Medical Center recently completed several expansion projects and constructed a 400-space parking garage in the downtown area. Future planning for District 1 should include protection for the potential of additional expansion of the hospital and for housing for employees within a reasonable walking distance to the facility.

Planning Area 2

Planning Area 2 is a complex mix of established residential neighborhoods, the Camden Historic District and facilities related to Salisbury University. Although the main academic buildings are located outside the City limits, many of the University's supporting services are located in this area. Much of the housing in this area shifted from single family ownership to college rentals, which has resulted in increased demand for City services. U.S. Route 13, which is lined with retail, bisects this planning area.

Planning Area 3

This area of the City includes mixed uses from residential to industrial and includes the North Prong area of the Wicomico River. This area used to be the location of a significant amount of industrial activity with several petroleum and grain facilities contributing to Salisbury being the second largest port in Maryland. Today, the area is generally in decline with little industrial activity. The width of the drawbridges at Main Street and U.S. Route 50 limit the ability for oil to be delivered to industries by barge. One of the few remaining industries present along the North Prong still using the waterway for its operations is Perdue's grain operation. A railroad spur for freight trains also runs through this Planning Area for deliveries to the industrial sites.

In spite of the decline of the area, the area's rich heritage is still evident in the waterway itself and several existing buildings of architectural merit. These heritage resources in combination with the North Prong's primary location near downtown Salisbury and along U.S. Route 50 make it an ideal area for restoration. A redevelopment project for the North Prong is in the beginning planning stages. The study recommends improvements to existing properties as well as redevelopment of the area into a mixed neighborhood of commercial and residential areas. Part of the revitalization plan includes having both vehicular and pedestrian access throughout the area, a mix of uses with several anchor attractions, pedestrian access to the waterfront throughout the area with a Riverwalk, and connections to the adjacent neighborhoods. Development designs for the North Prong should incorporate both new residential and commercial development while still preserving the existing industries and businesses that still utilize the area. Stakeholders involved in the planning process envision the North Prong to be a family-friendly destination with uses that support downtown retail and accommodate local as well as out-of-town visitors.

The three goals for the redevelopment efforts are:

1. The revitalization of the North Prong will strengthen connections between downtown and neighborhood districts;
2. The North Prong will be a place of opportunity; and
3. The North Prong will be a model of community partnerships.

Planning Area 4

The Perdue plant and several residential neighborhoods are contained in Planning Area 4, located on the western side of the City. The older and more established residential neighborhoods located in the core of the City benefit from easy and efficient connection to the Downtown and other areas of the City. Enhancing the green corridors and the Riverwalk throughout this area would improve the connection to other parts of the City and help to make the area more cohesive.

In contrast, the neighborhoods in this Planning Area located along Pemberton Drive are relatively isolated from connections to the core and downtown area of the City. In an effort to encourage the ease of movement, the City should continue to explore opportunities to create a green corridor for pedestrian traffic from residential neighborhoods such as Harbor Pointe to potentially link to the Riverwalk. The pedestrian greenway would help to attract small businesses or office space and tourism to the area. Plans for a pedestrian connection along Nanticoke Road have been prepared jointly by the City, the County and the State Highway Administration.

Planning Area 5

Planning Area 5 contains a variety of residential communities, including senior housing, university housing, multi-family housing, and single family housing. Commercial and office space is located along Route 50 near the bypass in this area. This planning area also includes the City Park which is a much underutilized resource.

The Ward Museum of Wildfowl Art is located in Planning Area 5. This museum displays a comprehensive collection of waterfowl carvings including antique working decoys and contemporary sculptures and paintings. A variety of education programs and tours are also available to visitors. Another attraction to tourists in Planning Area 5 is the Salisbury Zoo. The Zoo is a free attraction that provides visitors with both educational and recreational opportunities. Special tours are available for groups and special events and educational programs are held throughout the year.

A major economic development project in the City is the redevelopment of the old Salisbury Mall site. This site has been vacant since late 2004 and was condemned in 2005. The mall was finally demolished in 2008. The City Council approved a Tax Increment Financing (TIF) District for the revitalization of the site which is proposed to be redeveloped into a mix use of residential and neighborhood retail with a segment of parking reserved for the Wicomico Youth and Civic Center.

There is an emerging business area along U.S. Route 50 at the western edge of District 5, from Phillip Morris Drive to the City limits. Several medical and biomedical businesses have located along the corridor.

Planning Area 6

Planning Area 6 is mostly a residential area. The residential neighborhood of The Villages of Aydelotte is a new neighborhood currently under development with housing construction. Some commercial and office space, along with two hotels, are located in this planning area on the north side of Route 50.

In addition to the established TIF District at the old Salisbury Mall site, the City Council approved a TIF District for The Villages of Aydelotte in 2006.

Planning Area 7

Planning Area 7 contains a mix of industrial, developing residential, and retail uses. The Northwood Industrial Park, which is zoned Industrial Park District, is over 200 acres in size and includes over one million square feet of industrial building space. A current inventory of the North Industrial Park is included as **Appendix 5**. Businesses in this Park include: a beverage distributor; microwave technology



manufacturing; research; printing; and others. Surrounding the Industrial Park, in the Light Industrial District, are other manufacturing, warehousing, and distribution businesses.

Several areas are being developed or have been proposed for residential use in Northeast Salisbury such as The Village at Parsons Lake located on Parsons Lake Drive. The Centre at Salisbury shopping mall, which is the only regional mall on the Eastern Shore of Maryland, is also located in Planning Area 7. It includes several anchor stores and nearly 100 shops and sit-down restaurants as well as the 10-unit food court. Together, the Centre at Salisbury and the surrounding retail, contain 2.4 million square feet of shopping area. A current inventory of Shopping Centers within this Planning Area is included as **Appendix 6** of this Plan.

Planning Area 8

Planning Area 8 is largely composed of the planned community of Sassafra Meadows and Westwood Commerce Park. This residential area is still under development with a mix of single family and multi-family homes, including a senior apartment complex. Westwood Commerce Park is located at the intersection of Route 50 and the bypass. This developing business park includes over 250 acres for new business development and is expected to serve as the gateway of economic activity in the Salisbury area. The Park currently contains three developed sites with over 155,000 square feet of floor area.



CHAPTER 10: TRANSPORTATION

INTRODUCTION

Salisbury is strategically located at the intersection of two major highways on the Lower Eastern Shore, U.S. Route 13 and U.S. Route 50, making Salisbury the transportation center of the region. The City is served by excellent regional connections linking Salisbury with the cities of Baltimore 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. In addition to Salisbury's strategic location and the presence of major regional highways, Salisbury is also served by railroad, airport and port facilities. These four modes of transportation provide an opportunity for a balanced multimodal transportation network serving not only Salisbury, but the surrounding region as well.

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. The purpose of this Transportation chapter is to make recommendations to ensure that the City's transportation network operates as efficiently as possible and meets transportation needs that result from future growth and development. The following goal, objectives and implementation strategies have been identified in an effort to achieve this purpose.

GOAL

To provide a comprehensive multi-modal transportation network which will ensure the safe, convenient and efficient movement of people and goods among places of residence, employment, shopping, service, education and recreation throughout the City and surrounding region in a manner as least disruptive as possible to existing and future residents.

OBJECTIVES

- Preserve, maintain and enhance the City's transportation system to improve mobility by residents and visitors, while ensuring the safety of all users.
- Develop and expand the City's transportation system in a manner that does not adversely impact the community and neighborhood integrity or environmental amenities.
- Encourage the use of public transportation and other forms of motorized and non-motorized transportation to reduce motor vehicle use and traffic congestion, and are compatible with environmental resources.
- Develop a multimodal transportation system that facilitates the movement of people and goods within the City and region.
- Encourage the establishment of an intermodal transportation hub to serve as a consolidated regional transfer center for passengers using the airport, local/regional bus service, rental cars, and carpooling.
- Encourage the participation and cooperation of all interested and affected parties in the transportation planning process and roadway improvements, including Wicomico County, the Salisbury/Wicomico MPO, the City of Fruitland, the Town of Delmar, the Maryland State Highway Administration, and the public to ensure that a well-planned and coordinated transportation system is developed.

IMPLEMENTATION STRATEGIES

- Where possible and appropriate, existing roads and highways should be improved and new linkages built to support the City of Salisbury's Land Use Plan and Municipal Growth Element. New linkages should be in accordance with the Transportation chapter of the City's Comprehensive Plan.

Responsibility for these improvements should be proportionally and equitably shared by the public and private sectors.

- New roads built by the public or private sector should be constructed with an appropriate design suited to the road's primary function.
- Ensure that appropriate measures and improvements are funded in their fair share by developers when it is determined that new development will create a traffic or safety hazard or need for traffic improvements.
- Encourage clustered commercial development with shared driveway access and internal travel networks as a preferred alternative to strip commercial development. Where possible, during redevelopment of commercial properties, separate access drives should be consolidated to reduce the number of conflicts.
- Continue the City's annexation policy of requiring developers to fund off-site road improvements when it is determined by the City that a development will have an adverse impact on a roadway or intersection.
- Coordinate with the Salisbury/Wicomico Metropolitan Planning Organization (S/W MPO) and the State Highway Department to conduct a feasibility study to construct a new interchange on the Salisbury Bypass between U.S Route 13 Business and U.S. Route 50 Business to connect to the southern extent of Brown Road.
- New roadway construction and major improvement projects for existing City streets should be scheduled as part of the Capital Improvements Program.
- Improve safety along roadways and at intersections by proper traffic signalization, geometric configurations and signage.
- Coordinate with the Salisbury/Wicomico Metropolitan Planning Organization, Shore Transit, and the Airport Commission to conduct a study for the purpose of identifying potential sites to locate an intermodal transportation hub to support the economic, employment and transportation goals of the City and the region.
- Incorporate recommendations contained in the Corridor Studies prepared by the Salisbury/Wicomico Metropolitan Planning Organization that address improvements to the City's transportation system.
- Consider the adoption of a Level of Service Policy for the City to follow to ensure that proposed development does not negatively affect a roadway to a significant degree, unless mitigation is funded by the developer or through planned improvements included in the City's capital programs.
- Maintain lower vehicle speeds on roadways that are passing through downtown and in predominantly residential neighborhoods near the downtown. This can be accomplished by adding landscaping and traffic calming features, and imposing lower speed limits.
- Control truck loading and unloading hours in the downtown, at shopping centers and in close proximity to residential areas.
- Coordinate with Shore Transit and the Maryland Transit Authority to expand and enhance the existing public transportation system and to increase connectivity within the City.
- Continue to work toward developing a comprehensive City-wide plan for bike paths, pedestrian walkways and an urban greenway, with a goal of interconnecting high activity centers such as schools, parks, playgrounds, shopping areas and employment centers with residential neighborhoods.
- Strengthen connectivity among various parts of the City, including connections to the downtown area.
- All bicycle and pedestrian trails and facilities should be ADA compliant.
- Identify locations to link existing City trails to the extensive network of the Wicomico County trail system.



- Review site plans and proposed annexations to determine if the City should require a dedication of right-of-way or easements to accommodate the expansion of existing or creation of new hiker/biker trails.
- Encourage the use of recycled materials (recycled/crushed concrete, bricks and blocks) whenever possible when making right-of-way improvements.
- Encourage the provision of bike racks on all transit buses, and at publicly-owned facilities.
- Conserve, maintain and enhance existing sidewalks and pedestrian crossings throughout the City.
- Develop an efficient truck route network to connect major freight generators, motor carrier terminal facilities, the port facility, the airport, and major highways.
- Develop a safe and efficient freight movement system both to serve the internal City movements and to connect the City to the State and the larger region.
- Support the efforts of the Delmarva Water Transport Committee and Wicomico County in the Wicomico River maintenance projects, and in the selection of future spoil disposal sites.
- Continue to provide support for the rehabilitation and development of the Port of Salisbury to encourage additional waterborne traffic serving the City of Salisbury and the region.
- Support the preservation and revitalization of the Delmarva rail system.
- Encourage the continued expansion and improvement to the Salisbury Ocean City: Wicomico Regional Airport as a primary facility serving a multi-county and tri-state region.
- Ensure that adequate land adjacent to rail facilities is available for industrial development to provide suitable sites for industries looking to locate in the City.
- Ensure that Rail Rights-Of-Way are maintained and, should they become abandoned, consider their use as bike and pedestrian paths.
- Continue to actively participate in the membership of the Salisbury/Wicomico Metropolitan Planning Organization.
- Coordinate transportation improvement efforts with Wicomico County, the Salisbury/Wicomico Metropolitan Planning Organization and the Maryland State Highway Administration through joint studies.
- Coordinate with the Maryland State Highway Administration during the planning and design of State Highway improvements in Salisbury, and in the surrounding area, to ensure that these roadways will function as important components of the local transportation system.
- Coordinate with emergency management agencies and local and state jurisdictions to develop an emergency transportation plan in the event of a natural calamity or catastrophe.

SALISBURY/WICOMICO METROPOLITAN PLANNING ORGANIZATION

The City of Salisbury is a member of the Salisbury/Wicomico Metropolitan Planning Organization (S/W MPO), a regional transportation planning agency authorized by federal legislation. The 2000 Census indicated the City and its immediately-surrounding area met the criteria for MPO establishment, which included a minimum population of 50,000 and a population density of at least 1,000 persons per square mile.

In addition to Salisbury, the S/W MPO includes the City of Fruitland, the Town of Delmar (Md. and Del.), and adjoining areas of both Wicomico County and Sussex County, Del. Its governing body consists of appointed and elected officials from each of the member jurisdictions. Funding is provided by the Federal Highway Administration, the Federal Transit Administration and the Maryland Department of

Transportation, and in-kind funding is provided by Wicomico County. The MPO was officially created in 2003, and has been conducting various transportation planning activities since its creation.

The S/W MPO has identified five heavily-traveled transportation corridors for detailed study. As of 2009, three of these studies have been completed and the remaining two are in progress. The completed studies include; Pemberton Drive Corridor; East Side Corridor (consisting of the transportation corridor from South Division Street Extd. in Fruitland north to Beaglin Park Drive at its intersection with Zion Road); and the U.S. Route 13 North/Bi-State Boulevard Corridor in Delmar. Two studies are underway for Riverside Drive and U.S. Route 13 North/Naylor Mill Road. With the exception of the Delmar study, each of the other four studies have included roadways in the City that will be analyzed in detail.

Recommendations from these studies are included in this Plan as appropriate. Future corridor studies conducted by the S/W MPO after the adoption of this Plan should be referenced as the City considers methods to implement this Plan.

The City should continue its active participation in the S/W MPO's activities and encourage the MPO to pursue planning studies that affect the City's transportation network. To learn more about the Salisbury/Wicomico Metropolitan Organization or S/W MPO studies mentioned in this Chapter, visit their website at www.swmpo.org or call (410) 548-4860.

EXISTING CONDITIONS

Road Network

U.S. Route 13, extending in a north-south direction, and U.S. Route 50, extending in an east-west direction, are major highways connecting the City of Salisbury with metropolitan areas to the north, west and south, and to the coastal resorts to the east. Both of these highways are maintained by the State of Maryland.

In addition, the City is served by a system of roadways (or "radial corridors") extending out from the center of the City and concentric streets linking and intersecting these radial corridors. Along with U.S. Routes 13 and 50, these primary radials and concentric linkages form the basic framework for the entire area's transportation system, by connecting Salisbury with the towns and rural areas of Wicomico County. A system of secondary radials provides an alternative transportation route with similar level of service as the primary radials but with a much lower volume of traffic. These secondary radials also link downtown to the residential areas and local activity centers.

There are eight primary radials extending outward from Salisbury, forming the basic framework for the area's transportation system. They are listed as follows:

- U.S. Route 13 Business;
- U.S. Route 50 Business;
- MD 346 (Old Ocean City Road);
- MD 12 (Snow Hill Road);
- Camden Avenue;
- MD 350 (Mt. Hermon Road);
- MD 349 (Nanticoke Road); and
- Jersey Road - Lake Street



In addition to these eight primary radials, there are secondary radials that supplement the system by providing an alternative route in reasonably close proximity and a similar level of service as the primary radial nearby. These minor radials serve to link the Downtown area with residential developments and activity centers adjacent to their routes, but the volume of traffic is substantially lower along them than along the primary radials. The minor radials within the Salisbury area include:

- South Division Street;
- Riverside Drive;
- Pemberton Drive;
- West Road; and
- East Main Street-Glen Avenue.

The remainder of the Salisbury area's road system consists of a network of local roads and major and minor collectors branching out from these basic radials. These roads provide access to the residential areas and activity centers between the major arteries. The primary function of local roads in Salisbury is to provide access to abutting properties, and in the case of the collector streets, to collect traffic from adjoining local streets and convey it to the major and minor radial arteries for distribution throughout the Salisbury area. See **Map 10-1** for the Transportation Radials.

The highway system in the City is substantially influenced by various natural and manmade features, which act as barriers to an optimum traffic circulation pattern. The most significant natural barrier is the Wicomico River and its tributaries. All east-west traffic must eventually funnel into one of the three existing bridges crossing the River, at (1) West Main Street, (2) at U.S. Route 50, and (3) at Isabella Street. The prongs of the Wicomico River and Johnson's Pond act as a barrier to circumferential movement within the urban area and force most traffic to move radially. The north-south and east-west rail lines and the limited access portion of U.S. Route 50 and the U.S. Route 13 Bypass are the major manmade influences within the greater Salisbury area that create additional barriers for traffic movement.

Major Traffic Generators

Historically, the primary traffic generators in the Salisbury area were concentrated within and along the major arteries radiating outward from the Central Business District. Over time; however, the surrounding area has grown tremendously in size and scope of activities so that today, major traffic generators are more scattered. Over the last 30 years, different areas have experienced intense development, such as U.S. Route 50 East near the Bypass and, more recently, U.S. Route 13 north of the Bypass. Typically, primary traffic generators within the Salisbury area include:

- Shopping Centers;
- Strip Commercial Development;
- Industrial Complexes;
- Office Complexes;
- Schools and Other Institutional Uses;
- Hospitals, Health Facilities, Medical Centers; and
- Multi-family Residential Development.

Map 10-2 contains the location of some of the major traffic generators in the City of Salisbury envisioned as part of this Comprehensive Plan.

Functional Classification

The functional classification of the street and highway network is an essential step in the development of an efficient transportation network for Salisbury. Functional classification is the process by which streets and highways are grouped into classes or systems, according to the character of service they are intended to provide. The intended function of a road or street provides a planning basis for determining appropriate system management techniques to be applied.

By establishing such a system, local streets and highways can be assigned an acceptable “Level of Service” (LOS) that Salisbury can strive to either attain or maintain. A functional classification system also provides a means for prioritizing new construction or other road improvements to upgrade circulation for existing development and for new development with a logical pattern.

The Maryland State Highway Administration (SHA), in cooperation with both the City of Salisbury and Wicomico County, has classified major roadways in Salisbury and the outlying area in accordance with the Federal Highway Functional Classification System. This system has also been endorsed by the Salisbury/Wicomico MPO. The Functional Classification System includes separate classifications for urban and rural systems; Salisbury’s roads are considered an “urban system.”

In Salisbury, there are three general functional classifications, as follows:

- Arterial (“Freeway and Expressway,” “Other Principal Arterial” and “Minor”);
- Collector; and
- Local.

There is a basic relationship between Functional Classification and traffic mobility and land access. Arterials provide a high level of mobility and greater degree of access control, while local streets provide a high level of access to adjacent properties but a low level of mobility. Collector roadways provide a balance between mobility and land access. **Table 10-1** shows the functional classification of streets in the City. Streets not listed are classified as local streets predominately serving residential neighborhoods. **Map 10-3** shows the Functional Classification of highways in Salisbury.

Arterial

Arterials provide the highest level of highway service. The primary purpose of the arterials is to provide a continuous and efficient route of movement of high volume traffic between towns and cities and between major activity centers. Arterials have controlled access limited to certain key locations. In urban areas, such as Salisbury, these arterials may be classified as: Freeways and Expressways; Other Principal Arterials; and Minor Arterials and may have increased access as opposed to similar roads in rural areas. Minor Arterials are usually intended to serve the shorter trips and augment the Principal Arterial system. Due to their limited access nature, arterials do not extend into neighborhoods, and on-street parking is prohibited.

Collector

In urban areas, collectors provide circulation between residential, commercial and industrial areas in the City. They connect activity centers within the City. Also, collector roads distribute vehicles from arterials to the neighborhoods and ultimately to the local street system. They also collect traffic from the local streets and channel them to arterials.



Local Roads

Local roads are the most extensive type of street network in the City. The local streets are intended to provide direct access from neighborhoods to the adjoining land uses and provide linkages with the collector streets. This type of street is found within planned subdivisions and other residential areas.

**TABLE 10-1: CITY OF SALISBURY
FUNCTIONAL CLASSIFICATION OF STREETS**

Freeway/ Expressway	Principal Arterial	Minor Arterial	Collector
U.S. 13 (Bypass)	U.S. 13 (Bus.)	Lake St.	West Rd.
U.S. 50 (Bypass)	U.S. 50 (Bus.) ²	S. Division St.	Northwood Dr.
U.S. 50 (Bus.) ¹	MD 12	Main St.	Zion Rd.
	MD 349	Parsons Rd.	Truitt St.
		Fitzwater St.	Riverside Dr.
		Carroll St.	Civic Ave.
		Priscilla St.	Glen Ave.
		MD 346	Schumaker Dr.
		Mt Hermon Rd.	Circle Ave.
		Beaglin Park Dr.	Newton St
		College Ave.	South Blvd.
		Camden Ave.	Roger St.
		Isabella St.	Kendall St.
		Pemberton Dr.	Milford St.
		Church St.	N. Division St.
		Eastern Shore Dr.	Delaware Ave.
		Jersey Rd. ³	Dykes Rd.
			Waverly Dr.
			Robins Ave.
			Johnson Rd.
			Vine St.
			W. Gordy Rd.
			Naylor Mill Rd.
			Parker Rd.
			Pine Bluff Rd.
			Market St.
			Mill St.
			Booth St.
			Phillip Morris Dr.
			Jersey Rd. ⁴

Source: Salisbury-Wicomico County Department of Planning, Zoning & Community Development (2010)

¹ From Wor-Wic Community College to MD 349

² From MD 349 to Salisbury Bypass/Ocean Gateway Bypass (U.S. Route 13/50)

³ From Keene Avenue to Naylor Mill Road

⁴ From Naylor Mill Road to State Line

Level of Service

Level of Service (LOS) is the measure of effectiveness that determines the quality of service of the transportation infrastructure. The system uses letters “A” through “F” to define LOS, “A” being the best and “F” being the worst. Level of Service A describes a condition where traffic flows at or above the posted speed limit and all motorists have complete mobility between the lanes. LOS F is defined as the flow of traffic being forced, meaning every vehicle moves in lockstep with the vehicle in front of it and the speed frequently drops to zero. In extreme conditions, the volume passing a particular point is zero. LOS F signifies demand volume greater than the roadway capacity.

Actual LOS is based on a number of different factors, including road condition, speed and travel time, safety, driving comfort and delays. However, LOS can be approximated based on the volume/capacity ratio, which is the ratio of the actual or projected traffic volumes to the actual or programmed capacity of a roadway. The capacity of the system mainly depends on the facility type and the acceptable LOS for a road depends on its location in either an urban or rural setting. A higher LOS is desired on highways, freeways and rural areas while a lower LOS is acceptable or even desired in an urban setting. LOS E may be acceptable at times in an extremely urban setting such as Downtown for pedestrian safety and vitality, but overall, the City should strive to achieve an LOS for Salisbury during peak hours of “D” or better.

Commonly accepted definitions for each category are:

- **LOS A**, represents a free flow where individual users are virtually unaffected by others in the traffic stream. LOS A describes a condition with low traffic volumes and high speeds with little or no delays. There is little or no restriction in maneuverability due to the presence of other vehicles. Drivers can maintain their desired speeds and can proceed through signals without having to wait unnecessarily;
- **LOS B**, is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. LOS B affords above average conditions, and is typically used for design of rural highways;
- **LOS C**, is also in the range of stable flows, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. LOS C is normally utilized as a measure of "average conditions" for design of facilities in suburban and urban locations. It is also considered acceptable in rural locations;
- **LOS D**, represents high density, but stable flow. Speed and freedom to maneuver are severely restricted and the driver experiences a generally poor level of comfort. Small increases in traffic flow will generally cause operational problems at this level. LOS D is considered acceptable during short periods of time and is often used in large urban areas;
- **LOS E**, represents operating conditions at or near capacity. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.
- **LOS F**, is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point and queues form behind the point. LOS F is characterized by demand volumes greater than the roadway capacity as complete congestion occurs and, in an extreme case, the volume passing a given point drops to zero. Under these conditions motorists seek other routes in order to bypass congestion, thus impacting adjacent streets.

A general policy for the City to follow is to ensure that off-peak hour traffic is at least an LOS “C” and that peak hour traffic is at least an LOS “D.” Current LOS deficiencies on roadways should not necessarily stop future development adjacent to these roadways. However, when the proposed new development will reduce the LOS below the roadway's current level (and the policy range expressed above), the City may not want to approve the development until such time as the development's adverse effects are mitigated, either by the developer or through planned transportation improvements included in the City's capital programs. This type of analysis could occur with properties proposed for annexation by requiring an applicant to submit a traffic impact analysis prior to annexation, with the existing and projected LOS identified.

The S/W MPO has conducted planning studies for several transportation corridors in the Salisbury area. These studies included an LOS analysis at the time of the study, and projected LOS for the years 2010,



2020 and 2030. These studies can be used as a guide by the City to determine which road intersections potentially have capacity problems, although not all City roads have been included in the studies completed to date. The above-mentioned studies can be found at the MPOs website (www.swmpo.org).

Current Traffic Volumes and Conditions

Traffic volumes can be measured in different ways. They can be measured hourly for peak hours in the morning or evening, or on a daily basis, or on weekends, or on an annual basis, among others. Detailed traffic counts for peak hours are available for certain streets and intersections in the S/W MPO's corridor studies that have been completed to date. These reports should be referenced for traffic volumes that were current at the time of the study, and can be used for comparison purposes when future development plans are submitted in the City.

The Maryland State Highway Administration also maintains traffic counts on an annual basis for State roads at selected intersections in the City. Roads included are U.S. Route 50, U.S. Route 13, MD 349 (Nanticoke Road), MD 12 (Snow Hill Road), and MD 346 (Old Ocean City Road). Also included are selected locations on the Bypass.

Although these counts vary from year-to-year, they generally indicate that since 1997, when the City's most recent Plan was adopted, to 2008, the most recent year for which data is available, traffic on State roads in the City have increased, with the exception of U.S. Route 50 Business. When the most recent section of the Bypass was opened in 2003, this resulted in a decrease in traffic volumes on Route 50 Business in town, in some cases by up to 40 percent.

Other State roads in the City including: U.S. Route 13 Business; Snow Hill Road; and Nanticoke Road have all experienced an increase in traffic. Annual traffic volumes on Nanticoke Road at Pemberton Drive has increased by 29 percent; Snow Hill Road at Johnson Road has increased by 25 percent, and U.S. Route 13 Business near Main Street has increased by seven percent. Although U.S. Route 13 Business has experienced the smallest percentage increase of State roads, in terms of total vehicle volumes, this road is still the busiest road in Salisbury, with an average annual daily volume of 34,000 vehicles near Downtown. By comparison, Nanticoke Road at Pemberton has an average annual daily count of almost 20,000 vehicles.

Forecast Traffic Volumes and Conditions

The S/W MPO has analyzed existing and future (2030) congestion levels for several transportation corridors within the Salisbury area. The majority of these corridors are projected to have an acceptable LOS by 2030, provided certain improvements are made to the roads. The MPOs analysis was based on certain assumptions concerning anticipated development occurring over time, in addition to improvements being made in response to this development. The corridor studies should be reviewed on a regular basis to determine if the assumptions are still valid, and road improvements scheduled accordingly.

ROADWAY IMPROVEMENTS

The highway and street network serving Salisbury and its immediately surrounding area consists of an interrelated system of State, County and City-maintained roads. As the City continues to grow, the transportation infrastructure will need improvements to support the anticipated growth. Transportation network improvements can include projects that increase the capacity of the system, such as new roads, or the expansion of existing roads as a result of annexation, and they can also include preservation projects to maintain the existing system and improve its safety, such as resurfacing and improving signage.

For the purposes of this Plan, the focus on roadway improvements will be on those that increase the capacity of the system – i.e., new roads, expansion of existing roads, and improvements that significantly increase the safety and function of the existing system and supports future growth of the City in an orderly manner. Recurring projects such as road resurfacing are ongoing and are not included in this Plan. The following sections address recommended improvements on State and City roads.

RECOMMENDED STATE ROADWAY IMPROVEMENTS

A number of State-maintained roadways are located in and extend through Salisbury. The Maryland Department of Transportation (MDOT) lists its proposed transportation improvements in two documents - the “Consolidated Transportation Program (CTP),” which is a six-year capital plan, and the “Highway Needs Inventory (HNI),” which is a long-range plan that identifies projects that are not currently funded. Generally, projects proposed by MDOT are first identified in the HNI before inclusion in the CTP.

In addition, each year, MDOT requests local jurisdictions to identify projects on State-maintained roads that the local jurisdictions would like MDOT to fund.

Table 10-2 contains projects on State-maintained roads that were identified by either MDOT or Wicomico County as improvements that should be undertaken in the City of Salisbury or in the City’s Municipal Growth Area, through 2030.

TABLE 10-2: STATE TRANSPORTATION IMPROVEMENTS THROUGH 2030

Route Name	Improvements
US 13 North Salisbury Blvd / Ocean Highway	Reconstruct divided highway with access control improvements from Salisbury Bypass to the Delaware State Line
US 50 Ocean Gateway	Interchange construct at Hobbs Road/Walston Switch Road
US 50 Ocean Gateway	Construction of an additional lane from westbound U.S. 50 onto the Salisbury Bypass
US 13 Bypass	Lengthening of the deceleration lane on the Westbound segment of the US 13 Bypass onto US 13 Northbound
US 13 Bypass	Replacement of the Zion Road bridge
MD 12 Snow Hill Road	Multi-Lane urban reconstruct from the U.S. 13 Bypass to the City limits at Vine Street
MD 349 Nanticoke Road	Multi-lane reconstruct from U.S. 50 to North Upper Ferry Road
MD 350 Mt. Hermon Road	2 lane reconstruct from Beaglin Park Drive to Airport Road

Source: Maryland Department of Transportation, State Highway Administration; and Wicomico County (2009)

RECOMMENDED CITY ROADWAY IMPROVEMENTS

The highway network of the City, and the surrounding area, has been firmly established by the construction of state and local roads based upon historical development trends. The backbone of the network is formed by the State Highway System, which greatly influences the location of development and related traffic volumes and patterns. Increased development pressures and changing land use patterns in various areas of the Salisbury area have created an additional need for addressing existing and future



highway traffic flow problems. The following projects are recommended to address future transportation needs. See **Map 10-4** for the general location of these roadway improvements.

Immediate Priority (1 to 5 years)

1. Johnson Road-Robins Avenue Connection

This proposal will realign Johnson Road to connect with Robins Avenue to provide a safer intersection with signalization and additional left turn lanes provided on Snow Hill Road, Johnson Road and Robins Avenue. The right-of-way for this realignment has been reserved, and the realignment's construction will be entirely developer-funded.

2. Culver Road

Culver Road is an existing unpaved City street that connects Nanticoke Road with Pemberton Drive, and provides a potential means of access to the Pecan Square shopping center. The improvement of Culver Road will reduce congestion on Parsons Road and Nanticoke Road by providing access to the shopping center from the developing residential areas along Pemberton Drive, and will be developer-funded.

3. Onley Road/Bateman Street Intersection and Onley Road Extension

This recommendation would reconfigure the intersection of South Division Street, Bateman Street and Onley Road so that Bateman Street and Onley Road are directly aligned, and would extend Onley Road in an easterly direction to intersect with Robins Avenue. Located in the Salisbury University Planning Area (**See Chapter 11**), the realignment of this intersection will facilitate signalization and geometric improvements and will improve the safety of traffic and for pedestrians, as several housing developments catering to college students are located in the Onley Road area. The cost of the improvements may be partially funded by future developers in the area.

The Onley Road extension to Robins Avenue was included in a corridor study funded by the MPO. The study found that this extension would relieve traffic on a number of roads in the vicinity, and would have a noticeable improvement on the LOS of the Snow Hill Road/College Avenue intersection.

4. Parsons Road and Fitzwater Street Reconstruction

Heavy truck traffic on these streets has caused the failure of the existing pavement. The City proposes to remove the existing pavement and replace it with new paving that can withstand the excessive loads.

5. West Main Street (Downtown Plaza) Reconstruction

The City proposes to renovate the Downtown Plaza to include adding or modifying pedestrian crossings, adding sitting areas and street lights, and resurfacing the roadway. Consideration should also be given to studying the traffic pattern of the Downtown Plaza and its connections with the traffic pattern of the overall downtown area.

6. U.S. Route 13 Business Corridor

The City should consider instituting an Access Management Program for the U.S. Route 13 Business corridor. In an effort to increase the safety and capacity of this roadway within the City of Salisbury, it is recommended that the number of direct access points along U.S. Route 13 Business be reduced, wherever possible, by combining the numerous minor direct access points into a fewer number serving the same properties and by making use of service roads for access to individual businesses. By eliminating direct private access to the highway, where reasonable alternative routes can provide an adequate level of accessibility, it will be possible to reduce the number of turning movements, decrease the number of potential accident points and provide smoother overall flow of traffic on U.S. Route 13 Business.

This direct access restriction policy will be difficult to implement because most of the businesses along this road have been established for many years and have been designed with direct access to U.S. Route 13 Business and cannot rearrange their circulation and parking pattern without substantial investment. Nevertheless, as properties potentially redevelop in the future, the possibility may exist to take advantage of this redevelopment and consolidate the number of access points wherever feasible.

Traffic Control Studies

The Salisbury area has the greatest concentration of residents, visitors and employees in the region. In addition to the traffic generated by the increased growth that has occurred in the City, traffic originating from outside the City travels into and through the area, adding to existing congestion in certain areas. To accommodate this local and regional traffic, additional traffic control measures should be undertaken on local streets and highways. These measures would include the proper evaluation of intersections for possible installation of traffic lights, proper turning lane markings, and proper striping of four lane highways. In some cases, additional directional signs may be required to provide regional visitors with a more convenient method of locating major destination points.

Intermediate Range (6 to 10 Years)

1. North Salisbury Improvements – East North Pointe Drive, Parsons Lake Drive and Jasmine Drive

The U.S. Route 13 North Salisbury Corridor has experienced significant commercial and multi-family residential development over the last 20 years. To accommodate anticipated future development, it is recommended that East North Pointe Drive and Parsons Lake Drive be extended eastward to connect with Brown Road. In addition, Jasmine Drive should be extended from East Naylor Mill Road north to East North Pointe Drive, providing an alternative route to the heavy congestion on U.S. Route 13. All of these roads should be developer-funded as future developments occur.

2. Northwood Drive Extension

The extension of Northwood Drive north of Naylor Mill Road to Connelly Mill Road at Foskey Lane is recommended to provide access to lands proposed in this Plan for industrial development (see Land Use Element). Some of these lands currently have severe accessibility issues, especially north of Leonard Pond Run. This proposed road would connect with future extensions of Hampshire Road, West North Pointe Drive and possibly Dagsboro Road to provide an alternate means of access to U.S. Route 13 North, and should be developer-funded. This future

roadway is currently located in the County, but is within both Salisbury's and Delmar's Municipal Growth Area. Coordination among all three jurisdictions will be necessary, and this project may be an ideal proposal to be considered by the MPO for further study. A part of this recommendation includes the geometric improvements and signalization at the Northwood Drive-Naylor Mill Road intersection.

3. North Salisbury Improvements – West North Pointe Drive and Hampshire Road

The extension of West North Pointe Drive and Hampshire Road in a westerly direction to the proposed Northwood Drive Extension (see #2 above) is recommended to accommodate anticipated future development and improve circulation in this area. All of these roads should be developer-funded as future developments occur.

4. Northgate Drive Extension

The extension of Northgate Drive is recommended to connect eventually with the extension of Dagsboro Road. This proposed road would be located behind existing commercial development (Sam's Club, Wal-Mart and Kohl's) to provide travelers an alternative to U.S. Route 13 North, and should be developer-funded.

5. Dagsboro Road Extension

The extension of Dagsboro Road to the west to at least the extended Northgate Drive is recommended to improve circulation in this rapidly-developing area. This connection to Northgate Drive Extended (see above) would provide an alternative route to U.S. Route 13, and should be developer-funded.

6. Beam Street Extension

With the construction of the Bypass, access to the Northwood Industrial Park was no longer available via Scenic Drive, as Scenic Drive is no longer a thru road to Naylor Mill Road. Access to the Industrial Park is still provided by Goddard Parkway and Marvel Road, but the extension of Beam Street in an easterly direction to West Gordy Road will provide a more direct route to U.S. Route 13 for businesses in the southern portion of the Industrial Park.

7. John Deere Drive Extension

The extension of John Deere Drive to the intersection of Walston Switch Road and Longridge Road is recommended to improve access to properties located along the south side of U.S. Route 50 East, extending from the existing segment of John Deere Drive heading in an easterly direction to Walston Switch Road. This proposed extension will eliminate the need for direct access from John Deere Drive to U.S. Route 50 East. This recommended transportation improvement should be developer funded.

Long Range (Beyond 10 years)

1. Deers Head Boulevard Connector

This recommendation would provide a direct means of access between Emerson Avenue in the vicinity of Deer's Head State Hospital and U.S. Route 13 Business to accommodate hospital

employees and visitors and residents of the nearby neighborhoods. Currently, there is only one means of access to and from this area, as traffic from the hospital and the residential area must use Emerson and Union Avenues to reach U.S. Route 13. In addition, this lone route forces large volumes of traffic to pass in front of North Salisbury Elementary School, an area that is now congested, and decreases the safety of children attending this school. This alternative route would provide a more direct means of access to U.S. Route 13 and would create a safer situation in the vicinity of the school. A portion of this future roadway is currently located in the County, but is entirely within Salisbury's Municipal Growth Area.

2. Glen Avenue Extension

The extension of Glen Avenue in an easterly direction to eventually connect with Tilghman Road at Mt. Hermon Road is recommended to improve circulation in this developing area of the City and County and to divert traffic from existing roads, such as Gunby Road. A 60 foot-wide portion of this proposed road has already been reserved through the recordation of a plat for the Gunby's Mill subdivision, located on Gunby Road across from Glen Avenue. Future right-of-way should be reserved for the remainder of the proposed roadway as development plans are submitted. This future roadway is currently located in the County, but is within Salisbury's Municipal Growth Area.

3. Middle Neck Drive Extension

This recommendation would extend Middle Neck Drive at its intersection with Beaglin Park Drive east past Parker Road to eventually extend south to connect with Tilghman Road. This new road would divert traffic from Merritt Mill Road and Old Ocean City Road to provide a connection between commercial development near U.S. Route 50 and Tilghman Road with other commercial development on Salisbury's north end, via Beaglin Park Drive. This future roadway is currently located in the County, but is entirely within Salisbury's Municipal Growth Area and should be developer-funded.

4. Civic Avenue to Moss Hill Lane

Aligning Civic Avenue with Moss Hill Lane would eliminate a "T" intersection at Old Ocean City Road and could reduce two traffic signals at Civic Avenue/Old Ocean City Road and Moss Hill Lane/Old Ocean City Road to just one signal, improving traffic flow along Old Ocean City Road.

5. Snow Hill Road Bridge - Ward Street Connection

To help alleviate congestion at the Snow Hill Road/East Main Street intersection, consideration should be given to relocating Snow Hill Road to intersect with Ward Street and replace the existing bridge with a new structure similar to the South Division Street Bridge to permit pedestrian access under the bridge. This would allow for a future connection with River Walk Park through the railroad bridge and a pedestrian crossing at Main Street.

6. New River Crossing

A new river crossing from Riverside Drive to developing residential areas along Pemberton Drive would improve circulation by providing access to areas south and east of Salisbury and allowing travelers to avoid congestion downtown.



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 Cities of Salisbury, Fruitland and the County should jointly cooperate in an evaluation of the best location for a future river crossing. All three jurisdictions are members of the Salisbury/Wicomico MPO, and they should encourage the MPO to fund a study to determine the best location, taking into account environmental concerns, financial issues and impacts on existing development. The MPO is currently in the process of conducting a preliminary study to analyze possible future locations of a river crossing; however, a more detailed study will be necessary to analyze all potential impacts, including that of waterborne freight movement.

The detailed study should consider three general areas: 1) a rural crossing; 2) a suburban crossing; and 3) an urban crossing within the City Limits, but away from the downtown area.

Each of the three general locations proposed for a new bridge has its advantages. An urban location has the advantage of improving traffic circulation around Salisbury's downtown, with a possible location in the vicinity of Ellegood Street and Parsons Road on the River's west side, and between Alabama Avenue and Salisbury's Central Business District on the River's east side.

A suburban location has the advantage of being located away from the more congested areas near Salisbury's downtown and would allow residents to travel circumferentially around Salisbury. The suburban location would be located in the general vicinity between Crooked Oak Lane and Ellegood Street on the River's west side, and Sharp's Point Road and Alabama Avenue on the River's east side.

A rural location may eventually be incorporated in the completion of the Bypass around Salisbury. A possible location could be in the vicinity of Upper Ferry Road. The rural and suburban locations would have significant environmental concerns to overcome.

7. Brown Road/Salisbury Bypass Interchange

The extension of Brown Road south to connect with the Salisbury Bypass between U.S. Route 13 Business and U.S. Route 50 Business is recommended to provide an alternative means of access to the developing commercial and residential areas in north Salisbury, and to divert traffic from the congestion of U.S. Route 13 Business.

This extension of Brown Road would require a new interchange on the Salisbury Bypass. It is recommended that a joint study be conducted by the Salisbury/Wicomico MPO and the SHA to determine the location of this interchange and its feasibility in relation to cost and environmental considerations.

OTHER TRANSPORTATION MODES

In addition to Salisbury's road system, there are other transportation modes that serve residents, visitors and the businesses of the City. These include: public transportation; air; rail; truck and waterborne transportation; and are discussed in the following sections. Combined, these transportation options provide a multimodal transportation network that can serve the diverse needs of its users and can relieve roadway congestion.

PUBLIC TRANSPORTATION

Salisbury is served by a bus transit system operated by Shore Transit and the Tri-County Council, with the majority of its funding provided by the Maryland Transit Administration. In addition to Salisbury and Wicomico County, Shore Transit also provides service to Worcester and Somerset Counties.

Shore Transit provides fixed routes in the Salisbury metropolitan area and routes connecting the City with towns in Somerset and Worcester Counties, including Ocean City. Both fixed routes and demand response (paratransit) services are provided. In FY 2009, ridership totaled over 515,000 riders.

Calvert Street is currently the main hub and transfer point for most of the fixed route services in Salisbury. These fixed routes provide service seven days a week, except for holidays. Demand response is “on call” and operates five-days per week, and occasionally on weekends for special transportation needs.

At the time of this publication, Shore Transit is in the process of relocating to its new facility at U.S. Route 50 and Walston Switch Road. This new location is outside of Salisbury’s City Limits, but is within the City’s Municipal Growth Area, as indicated on **Map 11-2**. The main hub will be moved to the new facility, although Calvert Street will still be used as a bus stop.

AIR TRANSPORTATION

Although located outside of the City of Salisbury and its Municipal Growth Area, the Salisbury-Ocean City-Wicomico Regional airport serves the City, as well as the entire Delmarva Peninsula. The airport has scheduled airline service and is the hub for the entire region. The airport is located on 1,100 acres of land about five miles southeast of Salisbury. Physical facilities consist of a 5500-foot long primary runway and a 5000-foot long secondary runway, full instrument landing system, avionics repair facility and aviation fuel facility. The airport is the operational headquarters for Piedmont Airlines, a US Airways express carrier. Based on information for a 12-month period ending on December 31, 2008, the airport averaged 108 flights per day. **Table 10-3** summarizes the share of operations by type for the same reporting period.

TABLE 10-3: AIRCRAFT OPERATIONS BY TYPE, 2008

Percent	Type
36%	Transient general aviation
30%	Local general aviation
18%	Commercial
16%	Military

Source: AirNav.com (2009)

PARKING

The City owns a number of parking lots in the downtown area. A parking study done in 2007 found that, of the public parking lots and spaces serving downtown Salisbury, 90 percent of the available parking was located off-street and the remaining 10 percent was on-street parking using metered spaces. The study also showed that only 53 percent of the parking spaces are occupied during peak hours on weekdays. This suggests a generous surplus of parking in the area for weekday users. As development occurs in the downtown area, and particularly if public parking lots are converted to other uses, the amount of parking should continually be monitored to ensure that adequate parking is available. The Community Facilities chapter of this Plan contains additional information about City-owned parking lots. **See Chapter 6.**

FREIGHT MOVEMENT

Waterborne Transportation

The Port of Salisbury is Maryland’s second largest port, behind only the Port of Baltimore, with cargo totaling more than one million tons each year. Located at the headwaters of the Wicomico River, and 30 miles from the Chesapeake Bay, a dredged 14-foot deep, 150-foot-wide channel allows barges to transport grain, fuel oil, fertilizer and building aggregates to the Port.

With no petroleum pipeline on the Delmarva Peninsula, Salisbury and the surrounding area is dependent on marine transport of gasoline and fuel oil. Petroleum products reach the Port of Salisbury from refineries located on either the York River in Virginia or from Delaware City, Delaware. Preserving this means of transportation is essential to ensure alternative supply sources, as petroleum products are not permitted to travel through the Chesapeake Bay Bridge-Tunnel. Without the barges, petroleum would need to be delivered by truck from Delaware City.

Table 10-4 shows the amount of products brought to the Port of Salisbury from 1995-2008, and **Table 10-5** indicates that petroleum and petroleum products constitute the largest share of waterborne commodity flow in the region.

TABLE 10-4: WATERBORNE COMMODITY FLOW

Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Traffic (thousand short tons)	1,291	1,179	1,165	1,269	1,206	1,371	1,610	1,817	1,783	1,753	1,765	1,754	1,399	1,387 (Est.)

Source: Water Commerce of the United States, Department of the Army Corps of Engineers, Institute of Water Resources (2009)

TABLE 10-5: FREIGHT TRAFFIC BY COMMODITY, 2008

Commodity	Freight Traffic (Thousand Short Tons)
Total, all commodities	1,413
Petroleum and petroleum products	808.9
Crude materials, inedible except fuels	406.7
Food and Farm Products	198.0

Source: Delmarva Water Transport Committee (2009)

Barge transport is not only an economical method for most bulk products, but it is also more environmentally friendly than many other methods. Studies have shown that water transportation is extremely safe, causes little congestion and produces little air and noise pollution compared to other modes of transportation. The Delmarva Water Transport Committee (DWTC), a non-profit organization dedicated to encouraging the continued use of waterborne transportation on the Delmarva Peninsula, estimates that a barge delivering petroleum to Salisbury is equal to 150 tractor trailer trucks. An additional 122,850 tractor trailer trucks would be needed annually or 2,363 per day if barges were stopped on the Delmarva Peninsula to transport the same product. As a result, an economical waterborne transportation system contributes to lessening congestion on the region’s highways.

Maintaining an adequate channel depth is an issue to ensuring that waterborne transportation can remain feasible. Dredging is performed through the U.S. Army Corps of Engineers with funding provided by the federal government. Funding at times has been insufficient. In addition, spoil disposal sites must be

provided once the dredging has occurred. Wicomico County works closely with the Army Corps to locate suitable dredge spoil sites.

The S/W MPO is currently participating in a Freight Study with the Maryland and Delaware Departments of Transportation to develop a Plan for the entire Delmarva Peninsula. This Plan will address issues and recommendations to help ensure that waterborne transportation continues to be a viable freight mode serving Salisbury and the region. In the meantime, the City should encourage the County to locate suitable spoil sites and provide assistance when necessary.

Railroad

Norfolk Southern Railway operates almost 120 miles of railroad in Maryland, including the Delmarva Route that includes Salisbury and Wicomico County. In this area, rail is only used for freight movement (not for passenger travel), and faces a number of challenges. According to Norfolk Southern, the track condition in Wicomico County, the City of Salisbury and farther south is poor, with train speeds limited to 10 mph. In contrast, the track in Delaware is in better condition and allows trains to travel at 25 mph. In addition, rail traffic to the south is impeded by the Chesapeake Bay, where a “car float” exists at Cape Charles to take rail cars to the Hampton Roads area. The car float is under separate ownership from Norfolk Southern. Norfolk Southern has also indicated that the rail segment south of Harrington, Delaware, is not as cost-effective as other lines it operates. Nevertheless, rail offers an important low cost alternative for freight movement to its users, and demand for rail can be expected to increase as fuel prices and highway congestion increase. Perdue Farms is one of the major freight generators in Salisbury that utilize this rail line.

The Freight Plan being conducted by the Maryland and Delaware Departments of Transportation in cooperation with the S/W MPO will identify freight users, the challenges they face, and the impact that freight movement, including rail, waterborne transportation and truck, has on the area.

Until this study is completed and specific recommendations identified, the following actions should be considered:

- Provide Adequate Rail Oriented Industrial Sites
Due to the bulk shipping requirements of many industries, and the attractiveness of rail movement from a cost standpoint, it is recommended that an adequate supply of land suitable for industrial development be preserved in close proximity to rail lines. This would provide industries requiring rail with available sites and will encourage greater use of the rail lines.
- Maintain Rail Right-Of-Way
Should any of the rail lines located in the City be abandoned, it is recommended that the City consider purchasing the rights-of-way. The abandoned rights-of-way would be maintained and could be used for bike or pedestrian paths. If rail service should again become feasible on that right-of-way, it could more easily be converted back to rail use.

Trucking Service

Like the rest of the country and in Maryland, the majority of freight movement in Salisbury and Wicomico County is by truck. The central geographic location of Salisbury and the County is ideally suited for the development of a significant trucking sector of the economy. The Salisbury-Wicomico County area is within overnight trucking distance of ten states and all the major cities in the northeast sector of the United States. The American Motor Carrier Directory lists ten motor freight common carriers of general commodities authorized to serve Wicomico County with truckload or less than truckload service. Three of these common carriers have terminal facilities in Salisbury.



The trucking industry serves as a vital link connecting the market areas of the northeast with production points on the Delmarva Peninsula and vice versa. The trucking industry is essential to the economy of the Salisbury-Wicomico County area and significant steps should be taken to improve the efficiency of motor carrier service to business and industries in the area. In order to provide for the expanding requirements of the trucking industry and simultaneously achieve an efficient, balanced, transportation system, the following proposals are recommended:

- Improve the Highway System

The highway recommendations, as proposed in this element, will provide improved highway connections to the major truck generators.

- Develop a Multi-Modal Transportation System

The Salisbury-Wicomico County area is the only place on the Delmarva Peninsula south of the Chesapeake and Delaware Canal where all four transportation modes, (highway, air, rail, and port) come together in a significant volume. The study being conducted by the MPO with the Delaware Department of Transportation will analyze the linkages between the various transportation modes to identify weaknesses and strengths.

NON-MOTORIZED TRANSPORTATION

Bicycle/Pedestrian Network

With increasing fuel costs, a greater awareness of the environment and a desire for a healthier lifestyle, the popularity of bicycling/walking as both a form of recreation and a means of transportation is on the rise. Planning for bicycles and walking trails should be conducted in conjunction with planning for roadways.

Land use patterns play an important role in making bike and pedestrian networks work. Sidewalks and bike/pedestrian networks are essential to providing people with options to walk/bike to their offices, shopping centers, and services. It is equally important for those places to be close together in order to have short trips that can be made by walking or biking. Existing streets in areas targeted for relatively dense development may need to be retrofitted and new development should be required to accommodate pedestrian and bicycle movement along with motor vehicles. Bicycle and pedestrian networks can be used as a tool for economic development as it encourages local commerce to provide for its surrounding neighborhoods.

A bikeway is any road, path or way which is designed to be open to bicycle travel, regardless of whether it is for the exclusive use of bicycles or shared with other transportation modes. A bike path is physically separated from motorized vehicular traffic by an open space or barrier either within the highway right-of-way or within an independent right-of-way. A bicycle lane is a portion of a roadway which has been designated for preferential use by bicycles and is designated for bicycles by signing and lane marking. According to the Federal Highway Administration's "Guide for Development of Bicycle Facilities" (1991), bikeways are divided into three classifications, as follows:

- Class I - A path or trail totally separated from roadways;
- Class II - Lanes along road sides designated for bicycle traffic; and
- Class III - Shared roadways with motor vehicles.

Ideally, future widening plans for planned bicycle routes should include right-of-way for bicycle lanes to provide for a paved lane of eight (minimum) to ten (desirable) feet in width separated by a minimum six foot shoulder wherever possible.

In conjunction with the Maryland State Highway Administration, several bike paths have been constructed in the City in recent years, most notably along U.S. Route 13 Business from Fruitland to College Avenue near Salisbury University, and along the Northeast Collector (Beaglin Park Drive). There is also an existing 8-foot wide paved bike trail along Eastern Shore Drive. New roads to be constructed in the City should incorporate Class I bike paths as part of the road's design, as was done with the Northeast Collector.

The Riverwalk is a pedestrian promenade that runs along both sides of the Wicomico River from the intersection of West Market Street and Circle Avenue to South Salisbury Boulevard. Currently all the retail shops along the Riverwalk face away from the promenade. The Riverwalk is currently an underutilized facility with limited commercial and recreational activities. Design standards should be developed for the area requiring all the retail activities to face the River. Incentives should be provided to encourage small businesses and restaurants to locate there. This underutilized amenity has tremendous potential to serve as an attractive shopping and recreational area for the City, and could be extended across South Salisbury Boulevard and Snow Hill Road to join the natural trail along the City Park. This will help to maintain a continuous walking and biking trail.

The Salisbury North Prong Strategic Revitalization Plan recommends possible pedestrian improvement on the streets surrounding North Prong. Although most of these streets have sidewalks, some sections do not, and other sections are inadequately sized. In addition to the enhancements to the pedestrian facilities, the Plan also proposes a riverwalk along the North Prong waterfront with a connection to the existing Riverwalk. Currently there is no pedestrian access to the waterfront in this area.

The City of Salisbury has included in its Five-Year Capital Improvement Program a proposal to develop a comprehensive City-wide plan for bike paths and an urban greenway. Funding is currently proposed for FY 2012.

Greenways

Greenways are protected corridors of open space that can serve a variety of purposes, including:

- alternative means of travel (walking or bicycle);
- open space;
- recreation;
- environmental protection; and
- tourism/economic development.

The City has prepared a plan for the "Salisbury Urban Greenway" that essentially connects the City Park and Zoo with the downtown area along the Riverwalk, the marina, Salisbury University and Schumaker Pond. The City is encouraged to continue implementation of this Plan.



CHAPTER 11: LAND USE ELEMENT

INTRODUCTION

The mix of neighborhoods and commercial areas with institutional and industrial uses, and parkland creates a unique urban environment for the City of Salisbury. This Chapter analyzes the existing land use pattern of the City, closely examining the location and intensity of existing development. It establishes the relationship between existing land use patterns and the location, intensity, distribution and scale of future development and recommends policies for desirable land use patterns that promote a sustainable community.

The Land Use Element is the central element of a comprehensive plan. The Land Use Plan forms the basis of all other plan elements along with functional plans such as sewer and water service plans, school facilities plans, and park and open space plans. It must provide clear and direct guidance for the management of future growth and development. The Land Use Plan reflects City policies regarding the type, location and intensity of land use and future development.

The Plan Map delineates the areas appropriate for different uses such as commercial, residential, industrial, public, park and open space, and other areas as defined in this Chapter. It is important to note, the Land Use Plan map is of a generalized nature, and is not intended to reflect every parcel specifically. In comparison, the Zoning map will reflect each parcel's individual permitted uses as a function of the appropriate Zoning district.

House Bill 1141 passed in the 2006 session of the Maryland General Assembly, requires the Comprehensive Plan for the City of Salisbury include a Municipal Growth Element (MGE) that will define areas for potential future growth currently outside of the City limits. The MGE is to consist of two basic features. The first is a delineation of potential future growth areas to be defined based on an assessment of land areas needed to satisfy demand for development at densities consistent with long term development policy and the capacity of land areas available for development. Secondly, the Municipal Growth Element must also evaluate the effects of growth and development in future growth areas on infrastructure.

In order to present the discussion of future growth and development and land use in a clear fashion, this Land Use Element looks at future growth and infill development in the existing limits of the City of Salisbury and the area defined as the Municipal Growth Area as illustrated in **Map 11-3**. The requirements of HB-1141 as it relates to the delineation of the municipal growth area, land demand needs and projected growth are met by the discussion of the growth area in this Chapter. The remaining requirements of HB-1141 as they relate to the potential impacts of future growth on infrastructure and public services within the existing City and the future growth areas are discussed in the MGE. **See Chapter 12.**

COMPREHENSIVE PLAN AND RELATIONSHIP TO LAND USE REGULATIONS:

There are several consistency requirements established between the Comprehensive Plan and land use regulations such as the Zoning Code, and the Subdivision Code.

- Regulations such as the zoning ordinance and maps that implement the Comprehensive Plan must be consistent with the policies and recommendations of the Plan and the City's visions.
- Other plans such as the County Comprehensive Water and Sewerage Plan and the Open Space and Recreation Plans must be consistent with the Comprehensive Plan and its implementation regulations.
- State and local funding decisions, such as capital improvements, must be consistent with the Plan and the City's visions, i.e. local government construction projects involving state funds must be consistent with the Comprehensive Plan.

LAND USE VISION

In 2030, Salisbury envisions itself as a City with:

- Well-maintained residential neighborhoods;
- Respect for the character and integrity of established neighborhoods;
- Preserved natural areas, open space, and parks;
- Thriving diversified employment centers;
- Improved mobility for transit users, cyclists, pedestrians and motorists;
- A mixture of high density residential and commercial uses at key activity centers; and
- Responsive government services with respect to a streamlined development review process.

GOALS

Provide for the appropriate use of limited land resources within a framework of orderly and controlled growth and development, according to the specific needs of Salisbury.

Encourage urban development and redevelopment in the City to promote, retain, and reinforce the role of the City as a center of regional activity.

Maximize existing investment in public and private facilities serving the city; these facilities include public roads, public sewage and water system, power lines, communication cables, schools, churches, police and fire protection, solid waste collection and storm water management.

OBJECTIVES

- To establish land use relationships which offer healthful, convenient, and efficient living and working environments.
- To identify future growth areas with annexation potential that are contiguous to the City's boundaries, have development potential to suit the City's needs, and will be beneficial to the City.
- To preserve natural resources as integral components of the community's overall design.
- To protect residential neighborhoods from incompatible land uses.
- To preserve the unique characteristics of established residential and mixed use neighborhoods.
- To encourage clustering of development in areas designated as residential land use as a means of preserving open space without changing the overall net density of a tract of land.
- To ensure new residential development occurs at a density greater than 3.5 dwelling units per acre, which is consistent with the State's Priority Funding Area density criteria.
- To provide adequate public facilities such as police, fire, emergency services, libraries, and parks and open space.
- To develop a sustainable Salisbury using Low-Impact Development (LID) and Leadership in Energy and Environmental Design (LEED) techniques for energy efficient compact development.
- To promote mixed use development in Salisbury's Downtown.
- To encourage land use patterns that promote non-motorized forms of travel by planning neighborhood commercial in close proximity to residential areas.
- To encourage infill development and the redevelopment of outdated or incompatible land uses.



- To prevent future strip development of commercial uses.
- To retain and encourage a diversity of industrial development in an effort to promote a balanced economy.
- To encourage new industries to locate in planned industrial parks.
- To provide incentives for existing industries to continue to locate in the area.
- To provide a sufficient amount of suitable land for future industrial uses near major transportation routes including: roads; rail; waterways; and air.
- To protect existing industrial and manufacturing establishments from encroachment of incompatible land uses, which could ultimately result in nuisance complaints, hazardous situations, and human conflict.
- To encourage industrial activity that further supports the region's agricultural and manufacturing economy.
- To limit development in floodplains, wetlands, and stream buffers.
- To promote the value of trees and forest cover as a compatible urban feature as a means of enhancing water quality and reducing the amount of impervious surfaces.
- To preserve and enhance open space and conservation areas as an amenity and community hallmark.
- To expand and improve the trail system.
- To encourage a mix of compatible uses such as residential, neighborhood commercial, office, and retail services in Downtown and select activity centers.
- To encourage residential and commercial revitalization in the Central Business District.

IMPLEMENTATION STRATEGIES

- Encourage a compact growth pattern to efficiently use the remaining buildable land and enable cost effective provision of utilities and services.
- Strive for a development pattern of new annexations in the future growth areas that provide a logical boundary for the City.
- Promote Downtown as the center for urban activities.
- Expand the supply and availability of housing by providing a variety of housing types in order to permit a wide choice of housing to include all incomes and to suit all family needs.
- Provide for adequate, well located parks, open space and other community facilities to serve all residential areas.
- Encourage the development of housing in areas served by public facilities, and in close proximity to shopping, recreational and cultural amenities.
- Encourage revitalization of declining neighborhoods with infill development and adequate community services that replicate the existing development pattern.
- Discourage multi-family uses in existing neighborhoods that are predominately comprised of single-family detached residential dwellings.
- Revise the City Code to remove apartments as a permitted use within the Light Business and Institutional Zoning District.
- Prohibit residential uses in future growth areas designated as Mixed Use.
- Prohibit intensive commercial development and big-box retail stores in areas designated on the Land Use Plan as Mixed Use.

- Revise the City Code to eliminate residential uses as a permitted use within the Planned Business Centers section of the Code.
- Review the permitted residential densities of R-5A, R-8A, and R-10A to ensure conformance to the Land Use recommendations contained in this Plan. Specifically, modify the townhouse densities of the above mentioned Zoning Districts to reflect the apartment densities.
- Encourage the use of conservation subdivision design techniques to protect environmentally sensitive areas and natural resources in an effort to preserve open space through clustering of homes.
- Locate regional commercial activity centers at optimal locations such as major interchanges and along the major highways.
- Provide neighborhood commercial areas in close proximity to existing and future residential areas.
- Prevent additional strip commercial areas by encouraging clustering of commercial activities at optimal locations.
- Encourage revitalization of declining commercial areas with infill development and redevelopment.
- Promote mixed use development and redevelopment along the Wicomico River.
- Encourage a diversity of industrial types in order to promote a stable well balanced economy.
- Preserve and support the remaining industrial sites located along the Wicomico River.
- Designate appropriate areas for future expansions of industrial activities.
- Separate industrial areas from residential areas and other incompatible uses by buffers, landscaped parking areas, open space and/ or transitional commercial uses to minimize adverse impact on adjoining uses including: impacts from noise; emissions; or heavy traffic.
- Locate industrial areas to have convenient access to good transportation facilities including: rail; highway; air; and water.
- Delineate areas on the Land Use Plan suitable for the expansion of Peninsula Regional Medical Center and Salisbury University.
- Improve connectivity of PRMC to the Downtown, proposed parks along Wicomico River, Riverwalk area and neighboring residential and commercial areas.

LAND USE

Existing Land Use

Like a majority of other cities across the nation, residential land use is the dominant land use within the City of Salisbury. Based on the Maryland Department of Planning, 2007 Land Use cover, residential land use in the City accounts for roughly 2,639 acres or 30 percent of the 8,904 acres or 13.8 square miles of land in the existing corporate boundary and includes both single-family dwellings and multi-family housing units. Commercial land use is the second most frequent land use designation, which consists of 1,681 acres or 19 percent of the City. In addition to the extensive areas of residential and commercial land use within the City, agricultural use is the third most prominent land use with 1,269 acres or roughly 14 percent. Equally important as the abovementioned land use designations are the industrial areas of the City, which account for 703 acres or 8 percent. **Table 11-1** and **Map 11-1** represent the existing land uses for the City of Salisbury.

It is important to note, for the purpose of the existing Land Use discussion, this Plan references information prepared by the Maryland Department of Planning, which has different classifications than those used in the Land Use Plan and the Municipal Growth Element.



**TABLE 11-1: CITY OF SALISBURY
(EXISTING CORPORATE LIMITS)
EXISTING LAND USE**

Land Use	Acres	Percent
Low-Density Residential	308.7	3.5
Medium Density Residential	1,450.2	16.3
High-Density Residential	880.1	9.9
Commercial	1,681.6	18.9
Industrial	703.4	7.9
Institutional	531.15	6.0
Open Urban Land	211.9	2.4
Developing Land	102.2	1.1
Agricultural	1,269.7	14.3
Forest	1,228.2	13.8
Water	305.5	3.3
Wetland	97.4	1.1
Roads & Right-of-Ways	134.0	1.5
Total	8,904	100.0

Source: Maryland Department of Planning, Land Use, 2007

Future Land Use – Existing Corporate Limits

Within the current City boundary, the Land Use Plan designates residential uses as the majority of the area within the City, as indicated in **Table 11-2**. As illustrated on the Land Use Plan (**Map 11-2**), residential uses account for approximately 33 percent or 2,900 acres of the 8,904 acres that comprise the City’s boundary. For the purpose of this analysis, residential land classification constitutes both single-family and multi-family dwelling units. Overall, the amount of residential land use has increased in the Future Land Use Plan by approximately by 261 acres or 10 percent in comparison to the existing land use designations within the City. This increase is attributed to additional land need to accommodate a portion of the projected 2030 population of the City.

Commercial land uses delineated in the Future Land Use Plan include Business & Institutional uses. This designation is the second largest land use classification contained on the Land Use Plan. This designation represents 19 percent or 1,706 acres within the City. As previously indicated, the existing land use figures contained in **Table 11-1** were prepared by MDP. Because of the different methodology employed to identify Commercial uses within the City and MDP land use designations, comparisons are not recommended.

Excluding medians and right-of-ways, industrial land uses characterize the third largest land use designation included in the Land Use Plan, which corresponds to 11.2 percent or 997 acres. As compared to the existing Land Use, the Future Land Use Plan (**Table 11-2**) represents an increase of 465.8 acres or an 88 percent increase in the amount of land designated for Industrial uses within the existing corporate boundary.

**TABLE 11-2: CITY OF SALISBURY
(EXISTING CORPORATE LIMITS)
FUTURE LAND USE**

Land Use	Existing City	
	Acres	Percent
Low Density Residential	176.1	2.0
Medium Density Residential	1,375.8	15.5
High Density Residential	1,348.1	15.1
Commercial	1,449.4	16.3
Business & Institutional	257.0	2.9
Industrial	997.3	11.2
Park & Open Space	440.7	4.9
Mixed Use	894.7	10.0
Central Business District	68.5	0.8
Peninsula Regional Medical Center	46.9	0.5
Salisbury University	399.3	4.5
Water	348.1	3.9
Roads & Right-of-Ways	1,101.8	12.4
Total	8,904	100.0

Source: Salisbury-Wicomico County Department of Planning, Zoning & Community Development (2010)

Future Land Use – Growth Areas

Description of Growth Areas

As stated in the Introduction section of this Chapter; this Plan, and more specifically this Chapter and the MGE have been designed in a holistic manner that provides a concise understanding of the overall land use pattern as it relates to the City and the proposed growth areas located in the County. This Chapter will discuss the future growth areas as it relates to:

- A general description of the future growth areas delineated in **Map 11-3**;
- Total acres of each Land Use designation contained in the future growth areas included in **Table 11-3**; and
- General planning practices associated with future land use classifications.

The City has defined a Municipal Growth Area generally bounded by the Salisbury Bypass on the east with a further extension on both sides of U.S. Route 50 extending to the intersection at Walston Switch Road. To the north, the Municipal Growth Area extends along Brown Road to the Leonard’s Mill Pond area and then westward towards the existing City limits at the Westwood development area. At that point the western boundary of the Municipal Growth Area includes proposed industrial areas south of US 50 and extends generally to the south and west to include the Homestead area north of Nanticoke Road. The southern boundary of the Municipal Growth Area is defined by the South Prong and the existing southern limits of Salisbury.

Table 11-3 represents the total number of acres and overall percent for each land use designation included in the Land Use Plan for the future growth areas currently located in the County.

Residential Areas

The City of Salisbury is fully committed to accommodating projected residential growth within the existing City limits and in limited residential areas defined in the Municipal Growth Area. The first priority for the City is to accommodate new residential development through infill and redevelopment in



the City limits. This plan recognizes that some additional residential development will be incorporated through the annexation process.

Expansive areas are shown on the Municipal Growth Areas - Land Use Plan for residential growth; however, it is important to note that a significant portion of land designated for Residential land uses is already developed. **See Map 11-3.** Every effort has been made to identify these areas in a manner that is consistent with the densities of development that has already occurred around the City limits. Most of these new residential growth areas that are undeveloped or underdeveloped have been designated for low to-medium density residential uses. These areas provide for a transition from higher densities within the existing City limits to lower densities along the periphery of the future growth areas. This approach is consistent with the City's policy of encouraging higher density residential development within the City limits, and also represents an effort to show a growth pattern in the Municipal Growth Area that is consistent with the existing development pattern along the fringe areas of the City/County border. In newly developing areas located both inside and outside the existing corporate limits, the City will encourage cluster development to retain as much green and open spaces as possible and will encourage the inclusion of neighborhood oriented retail activity, where appropriate.

There is some potential for incorporation of existing residential neighborhoods into the City limits. It is important to note, the majority of the residential land use designated in the future growth area represents existing residential developments. In an effort to achieve the goal of establishing a more cohesive and understandable City boundary, these developed areas have been included as part of the future growth area. Although these areas have been incorporated into the future growth areas, the annexation of existing residential development is often difficult to achieve and will most likely occur in those instances where existing developments desire City services such as public water and sewer.


Within the proposed Municipal Growth Areas adjacent to the City, the dominant land use classification is Residential, which includes Low, Medium and High-Density designations. As depicted on **Map 11-3**, residential uses account for approximately 66 percent or 8,167 acres of the 12,290 acres that comprise the extent of the Municipal Growth Areas. This Plan acknowledges the majority of these areas designated for Residential uses are already developed, which represents 5,858 acres or 72 percent of the total land designated for residential uses. **Chapter 12**, Municipal Growth Element, contains further discussions about the development capacity of the undeveloped and underdeveloped parcels.

Commercial Areas

The proposed commercial uses designated on the Municipal Growth Areas - Land Use Plan (**Map 11-3**) are primarily oriented to the north, a pattern of growth and development that is consistent with long standing planning practices in and adjacent to Salisbury. Directing the major portion of commercial development in those areas further supports Salisbury's position as the regional hub for employment development on Maryland's Lower Eastern Shore. It is consistent with recent and planned future investment in transportation infrastructure and takes full advantage of the Salisbury Bypass, U.S. Route 13, and U.S. Route 50.

Three major areas are shown for future commercial development. The largest area identified for future commercial uses is located to the west of the existing commercial corridor located along U.S. Route 13. The other areas are located adjacent to the existing commercial uses on both sides of U.S. Route 13 Business extending from Pine Way to the Salisbury Bypass; and an extension of commercial uses along Snow Hill Road, Maryland Route 12, from College Avenue heading south to Toadvine Road.

Commercial development in these locations provides sufficient areas for the future expansion of the commercial activities, especially as it relates to the area located on the west side of the existing commercial corridor on the north end of the City. This is an especially important designation because the



areas in the Municipal Growth Area to the east of the commercial corridor have been designated for residential uses. Areas made available for commercial development to the west provide adequate acreage for future commercial uses to expand, which further supports and is consistent with Salisbury's continuing role as the commercial hub of the Region.

As indicated in **Table 11-3**, Commercial uses, which include Business & Institutional land uses, constitute roughly 3.5 percent or 436 acres within the Municipal Growth Areas. Even though this is a significant decrease in comparison to the Land Use designations within the existing corporate limits, it will provide ample acreage to accommodate future commercial uses along the three identified corridors mentioned earlier in this section.

Industrial

The areas proposed for future industrial uses take full advantage of the existing regional transportation facilities (rail and road network), as well as the proposed expansions of existing roads and encourages the potential creation of new roads to promote accessibility to the Northwood Industrial Park and other industrial businesses via trucks. **See Map 10-4**. Additional areas shown for industrial expansion in the Municipal Growth Area should benefit from convenient access to major roads and rail. In the long term, this pattern of expansion would someday connect to the proposed industrial growth area of the Town of Delmar.

Excluding land uses designated as medians and right-of-ways, industrial land uses characterize the third largest land use designation included in the Municipal Growth Areas - Land Use Plan, which corresponds to 8.1 percent or 998 acres of the total 12,290 acres in the Growth Areas. Therefore, once completely developed, the City of Salisbury including its growth areas, could perceptibly consist of roughly 1,996 acres designated as for industrial uses.

Mixed Use

Several areas of Mixed Use have been defined in **Map 11-3**. The overwhelming majority of mixed use areas are situated along U.S. Route 50 at the eastern and western periphery of the proposed future growth areas. This Mixed Use designation is intended to combine light industrial, commercial, and office functions without the inclusion of a residential component, and discourage uses such as intensive commercial development and big-box retail stores. These areas are located to take advantage of highly visible locations with easy access to the major regional road systems without generating heavy volumes of traffic. They will serve as buffers between the major road systems and existing residential neighborhoods. In doing so, every effort should be made to ensure that activities located within these areas designated as Mixed Use are at a scale that is compatible to the surrounding area, as well as to prevent strip development of future commercial uses and big box retail stores.

Mixed Use designations contained in the Municipal Growth Areas represents the second largest land use classification contained on the Land Use Plan as depicted in **Table 11-3** and **Map 11-3**. This land use designation represents 8.7 percent or 1,069 acres within the City.



**TABLE 11-3: MUNICIPAL GROWTH AREAS
(NOT INCLUSIVE OF EXISTING CORPORATE LIMITS)
FUTURE LAND USE**

Land Use	Acres	Percent
Low Density Residential	3,926.6	32.0
Medium Density Residential	3,792.0	30.9
High Density Residential	448.4	3.7
Commercial	407.2	3.3
Business & Institutional	28.8	0.2
Industrial	998.7	8.1
Park & Open Space	144.8	1.2
Mixed Use	1,069.2	8.7
Salisbury University	261.4	2.1
Water	139.4	1.1
Roads & Right-of-Ways	1,073.6	8.7
Total	12,290.1	100

Source: Salisbury-Wicomico County Department of Planning, Zoning & Community Development (2010)

In summary, the future growth areas contained in this Plan fulfill the following criteria:

- Include a large portion of existing residences and businesses that receive municipal services from Salisbury.
- Include population that is currently using community services and other resources from the City.
- Create a rational City Boundary.
- Balance the City’s growth needs to foster strong economic development and the image of the City as the economic, cultural, transportation, and government center for the region.

FUTURE LAND USE – GENERAL PLANNING PRINCIPLES

The Salisbury of the future has a central city design where intense mixed use development occurs in the downtown and adjacent areas. Less intense development radiates out from the center of the City encompassing annexed lands and other peripheral parcels. Each neighborhood will have its own character, identity and commercial area for basic needs. Industry and businesses will expand and thrive with the available land and human resources of the region. The environment will be at the forefront with new sustainable green technologies.

The following general planning principles have been adopted in order to manage Salisbury’s growth in a timely and efficient manner:

Central Business District

Future mixed use development and redevelopment activities are encouraged to bolster Downtown’s role as home of government, retail business, entertainment, residential, medical center and waterfront recreation. Downtown Salisbury is targeted for more office retail and residential development, thereby strengthening its role as a vital city center where people live, come to work, shop and play.

Residential Neighborhoods

Residential neighborhoods provide a variety of housing types and densities along pedestrian oriented streets that provide quality living opportunities for a diverse population. The majority of housing remains medium density, but land for higher-density housing is designated near major employment centers and commercial areas, taking advantage of transit, available services, and employment opportunities.

New and established neighborhoods are self contained, to the greatest extent possible. Different complementary and supportive land uses such as residences, stores, schools and parks are planned in close proximity to each other. Coordinated residential development containing a compatible mixture of single-family residences and multi-family housing units is planned within the City limits, as well as future areas that will be annexed into the City.

Environmentally Sensitive Areas

Development in sensitive areas, such as forests, wetlands, and floodplains should be minimized in an effort to reduce the growth-related impacts to the environment. Future residential developments should be required to minimize environmental impacts through the use of clustering of homes and reducing the amount of impervious surfaces for each project.

Sensitive areas and threatened wildlife habitat should be preserved to maintain a biologically healthy diversity of species. Areas such as forests and wetlands offer numerous positive environmental benefits including: clean air; clean water; and wildlife habitat. This is particularly important along the stream banks where trees serve as natural buffers to pollution and provide habitat to many diverse species of birds and animals. Policies are recommended to preserve, restore and increase trees in the City. More detailed policies regarding Sensitive Areas in the City can be found in **Chapter 4** of this Plan.

Regional Commercial and Employment Centers

Regional Commercial Centers play an important role in maintaining the City's position as the commercial and economic center of the region. Adequate land is provided for the City to serve this function. Employment centers are located along the major transportation corridors to take advantage of the transportation network.

LAND USE PLAN

The presence of a multi-modal transportation network, the close proximity to the regional airport and the Port of Salisbury, and an excellent highway system promotes Salisbury as the prime location for commercial and industrial development in the region. Similarly, its small town environment, availability of transit, excellent health and educational facilities, along with employment opportunities make the City equally attractive for residents and businesses. The City is growing, and will continue to grow as businesses and residents take advantage of the City's location and amenities.

Balancing different types of development as a result of this growth and the efficient use of resources including land itself is necessary to maintain the physical, social and economic vitality of the City, and the health and well being of its residents.

As discussed earlier in this Chapter, the land use classifications contained in the Land Use Plan vary from those referenced in the existing Land Use discussion. The Land Use Plan divides the City's future land use into the following categories:

Residential Districts

Neighborhoods

Development density is only one aspect of creating new neighborhoods. More importantly, is the concept of these neighborhoods. The neighborhoods in the City are intended to be places consisting of a variety of housing types and densities along pedestrian-friendly streets that provide quality living environs. As future residential development occurs within the existing corporate limits, as well as areas to be annexed into the City, it is expected to be developed at densities greater than 3.5 dwelling units per acre in an effort to adhere to the State's Smart Growth principles, and encourage clustering of development to preserve open space.



New residential development will consist of a mix of varying densities depending on the location, with a fine grained mix of single and multi-family housing options. As a continuing practice of the City, multi-family developments should be located in areas designated for High Density Residential uses as indicated on the Land Use Plan, and near major streets and commercial areas to take advantage of available services and employment opportunities. In contrast, the established single-family neighborhoods located throughout the City will continue to predominately consist of detached single-family housing units in an effort to preserve, enhance and retain the character and charm of these existing neighborhoods.

Additionally, planned residential developments and mixed use areas containing a mixture of housing densities and appropriate scale neighborhood commercial activities may be developed around the perimeter of the City, and in certain future growth areas outside of the existing City limits designated as High Density Residential. It is important to note, mixed use areas within the City predominately consist of residential uses. In contrast, this Plan envisions areas designated for Mixed Use, which are located outside of the City, will not contain a residential component.

These mixed use areas currently located within the City should be designed as coordinated, well integrated projects with an appropriate scale, compatible mix of land uses, and contain a center consisting of neighborhood oriented retail and service businesses, transit stops, and open space to include neighborhood parks. These neighborhood centers should serve as activity hubs that foster a sense of community, as well as accommodate many of the neighborhood residents' routine shopping needs.

Phasing requirements of this type of development should ensure that each project component and amenity is developed at the appropriate time. The design and varying degree of uses will fluctuate in response to site conditions, location, availability of public services, character of the surrounding neighborhood, and most importantly market demands.

Cluster Development

Cluster development offers the opportunity to achieve many of the objectives contained in the land use, environmental, housing, and water resources chapters of this Comprehensive Plan. Applying cluster development preserves open space without requiring the expenditure of public funds to purchase development rights from landowners in an effort to increase the amount of open space located within the City.

As open spaces are preserved in developments utilizing clustering, a greenway system can be established. Lands to be conserved in several residential neighborhoods can be linked to form an interconnected network of open space corridors, which can be used for recreational purposes, wildlife habitat, greenways, or as woodland conservation. In addition, clustering provides a mechanism to reduce run-off containing sediments and nutrients that are detrimental to our delicate waterbodies.

Clustering of development promotes: flexibility in the location, arrangement and size of residential lots; provides for the permanent reservation of open space in residential developments; reduces the cost of public and private investment with respect to infrastructure expenses, including utilities and roads; without altering or increasing the density of the net tract area.

The following example is provided to better understand the concept of clustering as it relates to density of the net tract area for a specific parcel: a 100 acre parcel is located in an area of Low Density Residential use and zoned R-10, which permits four dwelling units per acre. Using this development scenario, the permitted density of the parcel is up to 400 dwelling units, which depending on the intensity of the housing styles used, the entire parcel could potentially be consumed through the construction of single-family detached housing units. However, if clustering of development was applied, the 400 dwelling units could hypothetically be developed on half of the site using a variety of housing styles, thus leaving

the remaining 50 percent of the land as open space. As illustrated by this example, the overall density of the parcel remained the same; however, the types of housing units of the cluster development would be more representative of a mix to include single-family and multi-family housing units, in contrast to single-family detached dwellings.

As the City proceeds with the implementation of this Plan, specific criteria relating to open space requirements of a cluster subdivision are a function of the City Zoning Code.

Residential Land Use

Traditionally, residential zoning districts are primarily for residential uses, but other compatible uses may be permitted depending on the nature and intensity of use. Parks and playgrounds, fire stations and schools are considered by right uses. Other complementary uses such as churches and other places of worship, day care-facilities, studios, and cemeteries may be permitted only by special exception. Careful consideration of residential land use designations have been employed in this Plan to reduce the risk of creating incompatible land uses.

Based on the intensity of development, the residential Land Use designations contained in this Land Use Plan have been further divided into Low, Medium, and High-Density Residential.

1. Low Density Residential

The Land Use Plan for the existing corporate limits of the City of Salisbury does not contain any land designated as Low Density Residential; however, areas designated for Low-Density Residential uses are proposed as part of the future growth areas as identified in this Land Use Plan. Low Density Residential land uses constitute a density range of four to five-equivalent dwelling units (EDU) per acre. This density range exceeds the State of Maryland Priority Funding Areas (PFA) minimum density requirement of 3.5 dwelling units per acre.

Within the future growth areas, the majority of land designated for Low-Density Residential uses are directed toward the periphery of the proposed growth areas to function as a transition area between the urbanized areas of the existing City and the less intensive growth areas of the County. These fringe areas are proposed to be developed at no less than four dwelling units per acre; include a variety/mix of housing styles; and clustering of development is to be encouraged in an effort to maintain open space.

2. Medium Density Residential

In the City of Salisbury, medium density residential uses constitute the greater part of residential development. The Medium Density Residential land use designation includes developed and undeveloped areas with permitted densities of five to eight dwelling units per acre. The majority of this land use designation consists of established neighborhoods in the City, as well as the future growth areas comprised of existing single-family detached dwellings.

In an effort to preserve the character of these established neighborhoods, multi-family residential uses are discouraged and should be located in areas designated on the Land Use Plan as high-density residential, which encourages residential developments consisting of townhouses and apartments or in areas that are not adjacent to or in the immediate vicinity of established neighborhoods consisting of single-family detached homes.

3. High Density Residential

The High Density Residential land use designation has a permitted density range between eight to twelve dwelling units per acre and may include high-rise, mid-rise or garden apartments, and townhouse developments. This Land Use Plan recommends dispersing high density residential uses

throughout the City, with the exception of the existing single-family neighborhoods. Additionally, these uses should be located along major roads in close proximity to other high-density residential uses, schools, commercial areas, transit service, and other compatible non-residential land uses and compatible to the context of the surrounding environs.

High Density residential development is appropriate for the Downtown, which the entirety of Downtown and some of its surrounding environs are contained within the Central Business District on the Land Use Plan.

Commercial, Retail & Office

The City of Salisbury serves as the commercial and retail center for the region. Being the economic, government, transportation center of the Lower Eastern Shore, Salisbury is a prime location for commercial development. To maintain the balance between regional commercial and local needs, commercial areas are further classified into specific categories as described below.

4. Commercial

The Commercial land use designation includes a number of uses servicing a variety of markets and trade areas providing retail and wholesale services. The areas included in this designation are used primarily for the sale of products and services, including associated yards and parking areas.

Commercial development has increased substantially since the Metro Core Plan was adopted in 1997. Within the corporate limits of Salisbury there are 37 shopping centers and or shopping areas which total approximately 3.7 million square feet of retail space. This figure does not include the free-standing commercial buildings located in the City.

In addition to the existing areas containing or proposed as Commercial uses within the City, a significant amount of land has been designated for future Commercial uses in the proposed growth area, including a significant amount of undeveloped land contiguous to the west side of the existing commercial corridor along southbound U.S. Route 13. This area is ideally situated for the expansion of commercial and retail uses and provides the City a viable option for the expansion of the existing commercial corridor. As illustrated on the Land Use Plan, this commercial area is encompassed to the east by intensive commercial uses and future industrial uses to the east. As future development is proposed, this area will greatly benefit by implementing the recommended transportation routes included in **Map 10-4**.

For the purpose of this Land Use Plan, areas consisting of General Commercial, Regional Commercial, Neighborhood Commercial, and Office uses have been represented in the Commercial land use designation.

General Commercial

General commercial areas are located around high-density residentially developed areas predominately located along U.S. Route 13 Business and can range from a single establishment such as a convenience store, beauty or barber shop to mid-sized office and retail stores. The purpose of general commercial is to provide a wide range of functional and attractive local retail, business, office, and service oriented activities.

Permitted uses may range from banks, retail, grocery stores, bakeries, florists, eating and drinking establishments, to medical facilities, clubs, and places of worship.

Regional Commercial

Because of Salisbury's critical location on the Delmarva Peninsula and its regional orientation and multi-modal transportation network, the City's status as a regional center is reasonably assured. As the population of the region continues to grow there will be the need for additional regional facilities. Regional Commercial, as the name implies, are those commercial activities that are dependant on a market area greatly exceeding their immediate environs for the continued successful operation and are exposed to and served by major highways carrying large volumes of regional traffic into and out of the City. Uses permitted require large sites with locations that have an emphasis on visibility and access provided by regional highways.

The types of activities permitted include:

- Shopping Centers – retailing;
- Distributions centers – business headquarters;
- Recreational facilities – stadiums, convention centers; and
- Tourist facilities – hotels, motels.

Neighborhood Business

The areas of Neighborhood Business are comprised of stores in small convenience commercial centers located near existing residential neighborhoods. Neighborhood shopping facilities can vary from a single grocery store to a number of convenience and service stores, depending on the population being served. This use is typically located at the periphery of residentially zoned areas, at or near the intersection of major roads in areas where residential development is not likely to occur. These areas experience large volumes of daily traffic, have adequate vehicular access, and are unlikely to develop with residential lots.

The uses permitted are intended to provide services, light retailing, and food products as a convenience to the neighborhoods within a short walking or driving distance.

Types of permitted uses in the Neighborhood Business land use area include:

- Convenience stores;
- Drive-in banks;
- Dry cleaning pickup stations;
- Drugstores;
- Fast-food carry-out restaurants; and
- Medical and dental offices and clinics.

Office

The Office land use category includes areas within the City containing a mix of office, service, and residential uses. The purpose of this district is to provide a basis for establishing standards for protecting existing and potential residential uses while providing for a transitional area between established neighborhoods and non-residential uses such as commercial activities. The designated Office land uses are located in areas along Eastern Shore Drive, Division Street, and Waverly Drive. In contrast, the future growth areas do not include any tracts of land designated for Office land uses. Some of the permitted uses in the areas designated for Office land use include:

- Specialty shops;

- Churches;
- Hairdresser shops;
- Travel agencies; and
- Insurance agencies.

5. Business & Institutional

The areas represented by the Business & Institutional land use designation are generally located between U.S. Route 50 Business and bounded to the south by Mt. Hermon Road and to the north by the parallel streets bordering adjoining residential neighborhoods. Because of the location and close proximity to major highways, these areas are unlikely to develop as a residential use.

Business and institutional developments in this area benefit from the high degree of visibility and volumes of traffic. Because of the accessibility and visibility to major highways there is often pressure to permit intensive commercial activity, which would have a detrimental effect on nearby residentially developed areas. It is the purpose of this category to permit uses that will be compatible with established residential areas, permit a gradual transition to a more intensive use, and maintain an attractive orderly landscape appearance along major roads in the City.

Permitted uses in this category include:

- Office supplies and equipment;
- Businesses such as banks, funeral homes, and medical and dental offices;
- Florists; and
- Photography studios.

As the City moves towards the implementation of this Plan, consideration should be given to revise the City Code to remove apartments as a permitted use with the Light Business and Institutional Zoning District.

Industrial

6. Industrial

The existing industrial base of the City of Salisbury is diverse, consisting of both light and heavy industrial uses. There are four general areas zoned for industrial land uses in the City: Northwood Industrial Park and the vicinity along and near Northwood Drive; land located along the Wicomico River running parallel to Marine Road; along the railroad tracks adjacent to Brown Street; and south of Connelly Mill Road.

It is expected that additional industrial development will continue to occur in the City for several reasons. Salisbury is centrally located on Delmarva Peninsula and is one of the largest urban areas on the peninsula with amenities including a labor pool available to attract industries. In addition, its excellent accessibility with highways, rail system, airport and Port makes it the ideal place for industrial development. Additional industrial activities are encouraged in the City.

The general principles for the designation of Industrial land use include:

- Convenient access to goods transportation facilities including rail, highway, air and shipping;
- Reasonable proximity to labor supply, raw material source and market;
- Adequate amount of suitable land of sufficient size;

- Availability of utilities including water, waste disposal systems and power;
- Minimum environmental constraints; and
- Compatible surrounding land uses.

Mixed Use Districts

7. Mixed Use

The purpose of the Mixed Use category is to optimize the use of land and services, the conservation of environmentally sensitive areas, and the creation of functional and attractive developments. The Mixed Use designation, as its name implies, provides opportunities for alternative densities, lot sizes and other building types, and special design and development of public streets and utilities.

Within this designation a mix of commercial, residential, institutional, light business, and neighborhood business land uses are envisioned that promote the best possible design of buildings and mix of uses should be permitted based on the zoning designation. It is important to note, not all areas delineated in the Planned Mixed Use category will include a residential component.

Specifically, areas designated as Mixed Use on the Land Use Plan that are currently located within the existing corporate boundary at the time of the adoption of this Plan, will continue to encourage and permit residential uses. In contrast, areas designated as Mixed Use and located within the designated future growth areas, see **Map 11-3**, will not include a residential component.

Special Land Use Districts

Considering the nature of the Central Business District, Peninsula Regional Medical Center, and Salisbury University, three special land use districts have been established:

8. Central Business District (CBD)

The purpose of the Central Business District is to maintain and strengthen the role of the Downtown area as the community and regional center containing a broad range of uses and activities to enhance the vitality of this unique area. To function as a successful urban destination, this area should offer numerous opportunities by encouraging a mix of uses. A mix of compatible uses such as residential, institutional, government offices, restaurants, theaters, parks, libraries, hospitals, plazas, and a pleasant and safe pedestrian environment will consistently attract people to the Downtown area.

9. Peninsula Regional Medical Center (PRMC)

The Peninsula Regional Medical Center (PRMC) district includes the existing PRMC facilities, its expansion areas, and surrounding areas that are directly influenced by the medical facility. Its purpose in this Land Use Plan is to identify an area for a gradual transition of land and buildings from other uses to uses related to the regional medical center. To accomplish this, the area is designed to encourage a mix of uses including: offices; hospital; medical; and other related uses. Future residential development should be discouraged from locating in this area as a means of ensuring PRMC will have sufficient land for future expansions of the facility.

10. Salisbury University

Salisbury University has a positive impact on the City of Salisbury. Although the main campus facility is situated immediately outside of the City limits of Salisbury, many of its facilities are located inside the City limits. In the absence of adequate residential facilities for the students, a majority of Salisbury University students reside in the neighborhoods around the campus, thereby impacting the character of the established neighborhoods adjacent to this academic institution.



The Salisbury University area provides opportunity for the expansion of the University beyond its existing boundary. It also provides an opportunity to fulfill the housing needs of University employees and students while preserving the characteristics of existing neighborhoods located near the University on the west side of U.S. Route 13.

Planning in this area will seek to respect the existing single-family residential areas while exploring opportunities for appropriate University expansion or the expansion of related commercial, research and office uses.

Parks & Open Space

11. Parks & Open Space

Parks and open spaces should be the integral part of Salisbury's urban life. Parks and open space help improve the physical and mental health of residents and their overall well being. Recognizing the benefits of parks and open space with active and passive recreational facilities, public parks should be planned and strategically located to meet the needs of the residents and serve residential neighborhoods in the City.

Parks and open spaces are also used as a tool to protect environmentally sensitive areas such as wetlands, wooded areas, floodplains, and riparian buffers from intense development. A network of green corridors is planned connecting these parks along stream, rivers and major streets. Hiking/biking trails will be the integral part of these green corridors.

In addition, new residential developments within the existing City limits are encouraged to employ clustering of housing units as a method of preserving open space and reducing the amount of impervious surfaces on a developable site as a means of protecting the environment.

PLANNING AREAS

Planning Areas are a means to break down City planning into smaller areas to allow for more specific land use decisions at a planning area level. The planning areas were designated based on location and similar issues. Keeping with the city-centric theme, Salisbury was split into planning areas that create a circular area around the central downtown area. **Map 1-1** shows the designated planning areas. Specific planning area issues include:

Planning Area 1

Planning Area One includes portions of the Riverwalk, as well as Peninsula Regional Medical Center (PRMC). The mix of uses is largely commercial and institutional with a concentration of government buildings, and includes a small residential area located around Vine and Center Streets. This area is largely built-out, but there are still few opportunities for in-fill development, and revitalization of under-utilized areas should be considered a priority.

There are two main issues dominating Planning Area One; the downtown area needs to be refreshed and energized while the hospital area is expanding. The downtown commercial area includes a limited housing component and is lacking a vital street life. The hospital continues to expand, creating a demand for high-density housing for nurses, doctors and other staffers of the hospital who may wish to live close to the hospital so they are available in case of emergency.

Planning Area 1 should be maintained as a center for government, institutional, special retailing, business, and entertainment activities. It should utilize the Riverwalk and historic downtown as amenities to revitalize the area. A variety of activities created by a mix of uses will bring people in, year round. Safe and pleasant streets with improved connectivity of the area with the rest of the City will increase street

activities. Street plantings, traffic calming and pedestrian oriented development should be encouraged in the area.

Planning Area 2

Planning Area Two encompasses the southern portion of the core of Salisbury. This Planning Area combines Camden Heights, Mid Camden, Oak Hill, Pinehurst, Clairmont, Presidents Area, Prince Street Area, Princeton Avenue Area, part of the Park Area, and the Camden Historic District. It is largely residential comprised of single-family detached housing and a few multi-family developments, which is consistent with the medium to high-density land use designation. In addition to the residential uses within this area, there is a substantial commercial corridor located along both sides of U.S. Route 13 North, which bisects the Planning Area.

Due to their proximity to Salisbury University, the residential neighborhoods feel pressure from the growing University population. Over the past 30 years, the neighborhoods have experienced a transition from owner-occupancy to rental-occupied housing units. Many of the residents who have resided in these neighborhoods for a long time perceive the transition has caused a decline of the area. Some houses and lots are not maintained properly, which contributes to the perceived decline. Additionally, crime has started to become a concern in these areas.

The future direction for this area is to re-establish and strengthen the single-family neighborhoods while creating a University Planning Area to accommodate expansion of the University and to satisfy the housing needs of the University population. The University students and citizens residing in the area adjacent to the University have different lifestyles and expectations, which can contribute to neighborhood conflicts. By establishing areas for both types of neighborhoods, the needs of these different residents can be accommodated more harmoniously.

Planning Area 3

Planning Area Three includes many of the established neighborhoods north of U.S. Route 50 and Planning Area One. These neighborhoods include Westside, Newtown, Johnson's Lake, London-Boston Area, Emerson Heights, Doverdale, Church Street Area, Holland Avenue Area, East Main Street Area and Moss Hill Area. The area has a mix of uses with medium-density housing and commercial uses being the most prevalent. This Planning Area encompasses the Newtown Historic District, which includes numerous historic structures of significance to the history and early development patterns of the City. In addition to the predominately residential land use in this Planning Area, there is an established commercial corridor located along U.S. Route 13 Business.

Issues in Planning Area Three are typical to those found in many older city neighborhoods: the housing stock is aging, with many units that need to be updated and or modernized; there are issues of deferred maintenance. Though land use changes in Planning Area Three are expected to be minimal, some redevelopment is needed to improve the look and feel of the area.

Future efforts in the residential neighborhoods should focus on maintaining existing infrastructure and promoting home maintenance. In the commercial area, building maintenance and enhanced landscaping with options for pedestrian circulation and linkages to the adjacent residential areas should be promoted.

Planning Area 4

This Planning Area lies to the southwest of the Downtown core. Planning Area Four is a periphery Planning Area defining the outer ring of the city-centric concept. This area includes Harbor Pointe, which is a Planned Residential Development, and Pemberton and Waterside Apartment neighborhoods. The predominant land use is residential; however, industrial and commercial uses are located adjacent to the Wicomico River.



The largest challenge facing Planning Area Four is the lack of connectivity with the older established parts of Salisbury. The Wicomico River and U.S. Route 50 act as barriers that isolate this area to the remaining portions of the City. Because of this lack of connectivity, residents feel that they are not part of the City.

In the future, the land use for this area should migrate toward residential. Annexation requests adjacent to the planning area should be evaluated on their ability to strengthen the connection between this area and balance of the City. City community facilities should be added, where appropriate, to help create the connectivity between Planning Area Four and the rest of Salisbury.

Planning Area 5

Planning Area Five is a large area that spans south and east of Planning Area One. Neighborhoods in this area include University Park, Canal Woods, Villages of Tony Tank, Eireann Mohr, Onley Road Area, Tamarac Village, Beaglin Park/College Lane, Schumaker Manor, Mallard Landing, Schumaker Woods, Spring Chase, Schumaker Glen, Stone Gate, Viewfield, and Granbys Cove. This periphery Planning Area is largely residential with some established commercial, institutional, and cropland uses. This Area is highly fragmented by large areas that remain in the County, including the Wicomico County Youth & Civic Center and Wicomico High School.

The area is largely transitional. This area contains senior housing and spill over of University housing that wasn't accommodated in Planning Area Two. A large redevelopment site that formerly contained the Salisbury Mall is within this Planning Area. The site is currently being proposed as a Planned Mixed Use Development.

Planning Area 6

Planning Area Six lies north of Planning Area Five, just north of U.S. Route 50. The area includes the neighborhood of Brittingham Square. Though the area is adjacent to U.S. Route 50, there are only two locations for commercial land use. The predominant land use is cropland, with some designated residential areas. There are also developed residential areas in and adjacent to the Planning Area Six.

Planning Area 7

To the north of the downtown and the established sections of Salisbury is Planning Area Seven. This Planning Area is largely comprised of industrial and commercial uses. This Planning Area is home of the Northwood Industrial Park and has approximately one million square feet of industrial uses. **See Appendix 5** for the Northwood Park Industrial Inventory. In addition, a majority of the regional commercial uses are located in this vicinity, which occupies over two and one-half million square feet of shopping centers and specialty stores. A complete listing of the shopping inventory of this Planning Area is located in **Appendix 6**.

Planned residential communities will be located in select areas of this planning area. There is a Planned Residential Development in the northeast portion of the Planning area near the existing commercial areas. Because this area is a northern periphery planning area, there are also some adjacent cropland and forest uses.

Because of the existing uses in this Planning Area, it is unlikely that a large low-density residential community will be located in this area; however, some workforce housing, if properly planned could help support the industrial and commercial uses of the area. These areas of high-density residential use will provide the workforce with an affordable housing choice within a close commute.



Planning Area 8

Planning Area Eight includes an area annexed for planned mixed use development with multi-family housing. This Planning Area lies to the northwest of the downtown core of Salisbury and predominately consists of Westwood Commerce Park, which is proposed as a Planned Development District, which includes a residential component.

The focus of Planning Area Eight’s future should be to annex other properties that lie adjacent to the area so that the annexed areas can combine and be further incorporated into the City. Without more annexed land in this planning area, the existing parcel remains disconnected from the balance of the City.

CHAPTER 12: MUNICIPAL GROWTH ELEMENT

INTRODUCTION

The Municipal Growth Element (MGE) is a new element required by Article 66B of the Annotated Code of Maryland as amended in 2006 by HB-1141. This MGE assesses the impacts associated with population and housing projections for the year 2030 against the ability of the City to provide adequate services.

It is important to note, that after completion of this element an area may not be annexed into the City of Salisbury unless the area has been identified in this Plan. **See Map 11-3.** That is, inclusion of an area in this Plan is a prerequisite for any consideration of annexation in the future, until this Plan is amended. Just because an area has been included in this element **does not commit** the City of Salisbury to proceed with an annexation for any particular area. Those decisions will be made by the City of Salisbury on a case by case basis.

In addition to its impact on potential future annexation, the Municipal Growth Element also has implications for the provision of public services. The MGE is part of a comprehensive planning document with a 20 to 30-year planning horizon. As such, the MGE is an important guide for the extension of public services, but neither guarantees nor requires that those services be provided. As an example, for an area to receive public water and sewer service, the area must be shown as a planned service area in the adopted Wicomico County Comprehensive Water and Sewerage Plan, consistent with other policies enunciated in this Comprehensive Plan, and be annexed by the City of Salisbury. Each of those requires separate planning processes with additional public participation and community outreach before water and sewer services become available.

A significant portion of the land designated for residential uses within the Municipal Growth Area are already developed. This Plan has incorporated a majority of those developed areas as a precautionary measure to provide the homeowners with options in case they unfortunately experience a failing well and/or septic system. The Maryland Department of the Environment has established protocols/options for residents experiencing a failing system to connect to a public or community system.

Specifically, the MDE and the County Health Department have two detailed policies to determine if a property will require connecting to a public system or issued permits to replace an existing well and/or septic system should the system fail. First is the issue of adequacy of the public system. Overall, the City has public water and sewerage systems capable of accommodating additional demand. The second, and more important criterion, is the issue of availability. For the purpose of this discussion, the MDE and the Wicomico Health Department have defined availability as “ready for immediate use.” Immediate has been further defined as “present at once; without delay; not deferred by any interval of time.” ***Therefore, if a property must be annexed as a condition to connect to a public water or sewer system, that system would not be considered available.***

GOALS

One of the overall goals of this Comprehensive Plan is to provide for the appropriate use, in an orderly and controlled manner, of land resources in the City of Salisbury. It is understood that while the City will encourage residential infill and redevelopment within the existing City limits, the City will also provide for the orderly growth of the City outside of the current boundaries, for future commercial, institutional, industrial expansions, parkland and open space, as well as residential uses. The City will continue to plan for the provision of services necessary to keep pace with planned growth. It will provide services to those

newly developing areas without overburdening existing facilities and will continue to maintain a high level of services to existing developments and residents of the City.

OBJECTIVES

- To continue to encourage infill and redevelopment of undeveloped and underdeveloped land within the existing corporate boundary of the City.
- To limit opportunities for new residential development in the future growth areas as a means to direct new residential uses into the City and in close proximity to existing or planned community facilities.
- To preserve and enhance the current level of service of the City's community facilities and infrastructure in the City and future growth areas.
- To ensure that the land use designation of a proposed annexation is compatible with the development of adjoining properties through the adoption of proper zoning upon annexation, with the imposition of special conditions if necessary.
- Ensure that all costs associated with new development are accounted for and provided for in an equitable manner that will positively benefit the City.
- To determine if there is already available land in the City for the intended uses proposed for annexation areas under consideration.
- To determine the potential impacts associated with future development within the City and growth areas as it relates to the growth projections for the life span of this Plan (2030).

IMPLEMENTATION STRATEGIES

- Approve annexations that contribute to the rational and efficient development of land use, community infrastructure, open space, and recreational amenities that fit appropriately into the overall pattern of development as evidenced by the City Council's recommendation of approval of an Annexation Plan.
- Approve annexations that enhance overall public health, safety, and community well being including the efficient routing and/or expansion of public facilities and services, the affordability of housing, and the availability of moderately priced housing.
- Approve annexations that have a positive fiscal benefit to the City based on assessments that include an estimation of an annexation's prospective use of remaining capacity in existing public facilities and services, and the costs and timeline of providing expansions should they be needed.
- Approve annexations that will not degrade the environmental quality of land, air, or water, nor degrade public open spaces and amenities, wildlife habitat or historic sites and structures.
- Evaluate all annexation proposals for consistency with the policies of this Comprehensive Plan.
- Annexation of new areas will be consistent with existing policies and regulations such as inclusion with the Wicomico County Comprehensive Water and Sewerage Plan.
- Revise, as necessary, the Priority Funding Area designation of the City for recently annexed properties.
- Annexation of property for future residential development will be required to meet the minimum density requirements for inclusion within a Priority Funding Area.

GROWTH TRENDS

Since 1950, the City's population has dramatically increased from 15,141 persons to 23,743 in 2000. This growth represents an increase of roughly 57 percent or 8,602 persons. On average, the City population has grown by 1.1 percent or 172 persons annually over the 30 year timeframe. Overall, the



City's population has steadily increased over the decades with the exception of the time period from 1960 to 1970. During this decade, the City experienced a slight decline in population of 1,050 person or 6.4 percent. As indicated in **Table 12-1**, the City has begun to experience a considerable increase in population since 1990, and is anticipating considerable population growth over the next 20 years.

Based on the City population projections contained in **Table 12-1**, it is projected that future population growth will occur at a higher rate in comparison to the average annual rate between 1950 and 2000. From 2000 to 2030, the population is projected to grow at an annual average rate of 2.3 percent or 545 persons. This increase will present significant challenges as it relates to providing housing and public services to the existing and future residents of the City.

**TABLE 12-1: CITY OF SALISBURY POPULATION TRENDS
1950 to 2030**

Year	Salisbury	Increase	% change between decades
1950	15,141	-	-
1960	16,302	1,161	7.6%
1970	15,252	-1,050	-6.4%
1980	16,429	1,177	7.7%
1990	20,592	4,163	25%
2000	23,743	3,151	15%
2010	28,925	5,182	21.8%
2020	34,490	5,565	19.2%
2030	40,085	5,595	16.2%

Source: U.S. Census Bureau (2000), and Salisbury-Wicomico County Department of Planning, Zoning & Community Development (2010)

DEVELOPMENT PATTERN

Over the past forty years, the City has experienced a significant change in the location of commercial, retail and residential land uses. During the late 1960s and 1970s, the City predominately consisted of three primary areas of commercial and retail uses located along U.S. Route 13 Business (Milford Street to Zion Road), Central Business District / Downtown area, and the Salisbury Mall. These areas provided the majority of goods and services necessary to accommodate the commercial and retail needs of the local and regional population. These commercial and retail areas in close proximity to one another were surrounded by residential uses, which created a compact City-centric feeling to the area; however, much has changed.

Today, Salisbury is still recognized as the regional hub of the Eastern Shore of Maryland. As a result of growth and annexations, the City no longer has a compact feel, and has extended its boundaries into the once rural lands located in the County. The extension of the Salisbury Bypass, and more recently the extension of Beaglin Park Drive (Northeast Collector) have contributed to the considerable expansion of the U.S. Route 13 commercial corridor that dominates the landscape on the northern periphery of the City. Since 1990, with the opening of the The Centre at Salisbury, a regional shopping facility with approximately 1 million square feet of shopping, this commercial corridor has become home to numerous big-box retailers such as Lowe's, Walmart & Sam's Club, and Target. Because of this shift in commercial and retail activity, the Salisbury Mall experienced a drastic decline in tenants and ultimately became obsolete. In 2008, the Salisbury Mall was demolished and preliminary plans have been approved to convert this area into a mixed use development containing over 600 housing units and several hundred-thousand square feet of retail and office space. In addition, this paradigm of commercial and retail uses

concentrated along U.S. Route 13 North has contributed in the decline of the downtown; however, because of the continued efforts of the City and Urban Salisbury, Inc. the reemergence of Downtown is beginning to occur.

As reflected on the Municipal Growth Areas - Land Use Plan, **Map 11-3**, the City envisions the continued expansion of commercial and retail uses along the west side of the U.S. Route 13 commercial corridor. In addition, the area along U.S. Route 50 Business extending from East Main Street to the Bypass, is experiencing increased commercial and retail activity. As a result of this increased activity, the Land Use Plan has been prepared in a manner to encourage the development of this area as a destination for future business and institutional uses that require high visibility and accessibility to major roads. The future growth areas located on both sides of U.S. Route 50 extending in an easterly direction to Walston Switch Road, have been designated as Mixed Use, which will provide a sufficient area of expansion for future commercial and retail uses in an expanding marketplace. More information about Land Use is contained in **Chapter 11** of this Plan.

In addition to the changing development pattern of commercial and retail uses, the City also experienced a transformation in housing types and densities. Prior to the 1970s, the preferred housing style in the City was single-family detached dwellings in identifiable neighborhoods. During the 1970s, this transition from single-family detached to more intensive residential uses such as townhouses and garden-style apartments became increasingly evident along or in close proximity to existing major collector roads. Vacant parcels along East College Avenue, Beaglin Park Drive, and Moss Hill Lane have since been developed as areas of high-density or more intensive residential uses, which are located adjacent to established single-family residential neighborhoods. This trend is continuing as the population and subsequently the demand for housing increases as evident by recent development proposals.

As represented in **Table 12-2**, over the past ten years the City has issued 3,621 building permits for new construction of residential housing units including: single-family detached; duplexes; tri-plexes; apartments; and condominiums. During this timeframe, approximately 80 percent or 2,873 building permits have been issued for multi-family/attached structures. In contrast, only 20 percent or 748 building permits have been issued for single-family detached dwellings.

More recently, the overwhelming majority of areas annexed into the City for future residential uses are being proposed as multi-family developments consisting of apartments and townhouses. As annexations of undeveloped parcels located in the proposed growth areas continue, it is likely to occur at a density of at least (4) dwelling units per acre, as proposed in the Land Use chapter.

**TABLE 12-2: CITY OF SALISBURY
RESIDENTIAL HOUSING UNITS - BUILDING PERMIT DATA
2000 to 2009**

Year	Single-Family Detached	Percent Single-Family Detached	Multi-Family Housing Units	*Percent Multi-Family Housing	TOTAL HOUSING UNITS
2000	39	26.4%	109	73.6%	148
2001	67	14.1%	407	85.9%	474
2002	81	18.6%	355	81.4%	436
2003	113	14.2%	684	85.8%	797
2004	103	22.9%	347	77.1%	450
2005	181	44.4%	227	55.6%	408
2006	80	17.0%	390	83.0%	470
2007	41	25.2%	122	74.8%	163
2008	35	16.1%	182	83.9%	217
2009	8	13.8%	50	86.2%	58
TOTAL	748	20.7%	2,873	79.3%	3,621

Source: City of Salisbury – Department of Building, Permits and Inspections (2010)

Notes: * Multi-Family Housing represents individual housing units contained in duplexes, tri-plexes, townhouses, apartments, and condominiums

** 2009 information is representative of the totals as of October 1, 2009

ANNEXATIONS

HB-1141, enacted in 2006, requires that jurisdictions exercising planning and zoning authority, shall delineate and include future growth areas as part of the Comprehensive Plan, as a condition of future annexations occurring in unincorporated areas of a County. In other words, inclusion of a future growth area in this Plan is a prerequisite for any consideration of annexation in the future, until this Plan is amended. It is important to note, the fact that an area has been included in a future growth area **does not commit** the City of Salisbury or a landowner to proceed with an annexation for any particular area.

Under what circumstances will the City of Salisbury consider future annexations? Consistent with policy statements made in other Chapters of this Plan, the City of Salisbury will place an emphasis on in-fill development and redevelopment within the current City limits. The most likely instances in which the City will actively pursue annexations would be to encourage economic and employment development consistent with Salisbury’s regional role as the hub of commercial and industrial development on the Lower Eastern Shore. In other instances, annexations may occur in order to provide municipal services to mitigate failing well and septic systems for existing development. Given the complex nature of the current City limits, other existing development in close proximity to those limits may be considered consistent with the City’s desire to establish a clear and better understood boundary for, and identification of, City neighborhoods.

It is important to note that cities and towns do not typically pursue annexation, except in limited circumstances. Instead, they respond and react to annexation requests from property owners. Historically, the majority of approved annexations into the City have been initiated by the property owner; however, the City itself may also proactively seek to annex property. As outlined in Article 23A, Section 19 of the Annotated Code of Maryland, annexations can be initiated by the City provided that the

City must obtain the consent for its proposal to annex from the owners of not less than 25 percent of the assessed value of real property in the area and from 25 percent of the persons who both reside and are registered to vote in the area to be annexed.

Because of the aforementioned procedural requirements of annexations as outlined in Article 23A, Section 19 of the Annotated Code of Maryland, annexations typically occur on undeveloped lands. In areas of the County that are developed prior to annexation procedures, existing residents and property owners often resist annexation because of the perception that annexation would result in higher taxation levels or other costs. This is especially true in those cases in which public services, of which water and sewer services are a primary example, have already been provided and existing residents and property owners do not perceive a significant advantage in accepting or pursuing annexation into the City limits. This is one cause for, and perhaps the predominate reason, that the City boundary is irregular in nature. The resulting pattern of growth has resulted in difficulties of providing City services, especially emergency services, in an efficient and orderly manner. As a result, it is not surprising that Salisbury’s boundary has become irregular.

Though existing and future land use, and projected growth rates will be important factors in considering future annexations, fiscal concerns will also have to be carefully considered. Part of the function of the MGE is to assess the impact of future growth on existing and planned infrastructure and services. The City of Salisbury is committed to accommodating growth projections through 2030. Future annexations will be considered based on those growth rates, but will also be predicated on annexation plans and agreements with developers to financially support their share of future infrastructure needs and public services, as well as the capacity of the City’s infrastructure.

Historic Growth Pattern

Since 1970, the City has approved 123 annexations resulting in roughly 5,200 acres being annexed into the City, which represents about 60 percent of its current size of approximately 8,900 acres or 13.9 square miles (Table 12-3). The City experienced its period of largest expansion during the 1980s, which accounted for an increase of almost 37 percent or 1,908 acres to the City boundary. More recently, between 2000 through 2009, 50 annexations have been approved that resulted in an additional 1,479 acres being annexed into the City. If the trends of the past remain constant or relatively unchanged, it is projected the City will annex approximately 2,650 acres of undeveloped land to accommodate future commercial, industrial and residential uses over the next twenty years.

TABLE 12-3: CITY OF SALISBURY ANNEXATIONS 1970 through 2009

Timeframe	# of Annexations	Total Acreage of Annexations
1970 – 1979	15	1,299.43
1980 – 1989	36	1,908.04
1990 – 1999	22	473.80
2000 – 2009	50	1,479.04
TOTAL	123	5,160.31

Source: City of Salisbury – Department of Building, Permits and Inspections and Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2009)

Of the 50 annexations that have been approved since 2000, 66 percent or 33 annexations were for residential uses. These 33 approved annexations account for 92 percent or 1,365 of the 1,479 acres annexed into the City. Additionally, these 33 annexations resulted in 3,267 proposed residential housing units. Table 12-4 represents the annual totals of acres and proposed residential housing units associated

with approved annexations that occurred from 2000 to 2009. Given the recent downturn in the economy, a substantial amount of the proposed residential housing units associated with these approved annexation agreements have yet to be constructed.

**TABLE 12-4: CITY OF SALISBURY
RESIDENTIAL ANNEXATIONS
2000 through 2009**

Year	# of Residential Annexations	Acreage	Proposed New Housing Units
2000	2	28.06	96
2001	1	1.31	10
2002	2	72.84	195
2003	4	37.8	198
2004	9	347.86	789
2005	7	392.17	1,441
2006	4	15.0	15
2007	2	408.5	288
2008	1	42.54	140
2009	1	19.12	95
TOTAL	33	1,365.2	3,267

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

FUTURE LAND NEEDS

Projected Population and Housing Units (2030)

One of the core requirements of a Municipal Growth Element is an assessment of the relationships between population growth, the amount of land needed to accommodate that growth and the underlying capacity of the land available to accommodate growth. Specifically, Article 66B requires the Municipal Growth Element to evaluate:

- Land area needed to satisfy demand for development at densities consistent with the long term development policy;
- Anticipated future municipal growth area(s) outside the existing corporate limits of the municipal corporation; and
- The capacity of land areas available for development within the municipal corporation, including infill and redevelopment.

The basic determinant of the amount of residential growth that needs to be accommodated by the City of Salisbury and evaluated in this Comprehensive Plan are the projected population and housing unit increases anticipated through 2030, as represented in **Tables 3-2 and 3-11** of this Plan. Based on these projections, the City will likely experience an additional 4,507 housing units between 2010 and 2030, for a total of 15,400 housing units in 2030. There is enough land area available within the existing City limits to accommodate projected household growth provided that existing zoning classifications are fully utilized, as well as employing the assumption that every piece of undeveloped or underdeveloped land actually has development potential based on the criteria contained in the City Subdivision Code. As discussed earlier in **Chapter 11** and this chapter, it is City policy to direct that growth within the existing City limits.

Residential Zoning in Salisbury

Table 12-5 represents the development capacity of Zoning Districts within the City of Salisbury. As indicated in this table, the City of Salisbury has several Zoning Districts that provide for a variety of

mixed uses, as well as a range of allowable density. The Actual Density Yield per Zoning District contains several assumptions, which have been identified.

Being an urbanized area, the least intensive residential Zoning District in the City, R-10, has an allowable density of at least 4 dwelling units per acre, which exceeds the density threshold to be defined as a Priority Funding Area. The Residential Zoning Districts in Salisbury have an allowable density range of 4.356 to 12.0 dwelling units per acre. As the allowable density increases so does the intensity of development, which transitions from single-family detached dwellings to multi-family uses. In contrast, the more intensely developed areas occurring in the Mixed Use Zoning Districts have a permitted density range of 7.26 to 40 dwelling units per acre.

TABLE 12-5: CITY OF SALISBURY – RESIDENTIAL ZONING DISTRICTS

Zoning District	Description	Allowable Density DU/Acre*	Actual Density Yield DU/Acre**
Residential			
R-5	Single Family Residential	8.7	6.5
R-8	Single Family Residential	5.445	4.08
R-10	Single Family Residential	4.356	3.26
R-5A	Apartments or Townhouses	12.0	9.0
R-8A ¹	Apartments or Townhouses*	9.0	6.75
R-10A ²	Apartments or Townhouses**	7.0	5.25
Mixed Use			
General Commercial	Apartments, regional retail, office, service, wholesale, storage, distributing and light manufacturing	12.0	9.0
Central Business District ³	Apartments above first floor, apartment buildings, governmental, cultural, institutional, business, service and retail activities	40.0	40.0
Light Business & Institutional ³	Apartments, institutional, service, office, and church	12.0	12.0
Neighborhood Business ³	Apartments above first floor, institutional, convenience store, service and retail activities, and restaurant	12.0	12.0
Office and Service Residential	Single and Two-Family Residential, office, and service related activities	7.26	5.445
Riverfront Redevelopment ³	Apartments and single-family attached residential,	40.0	40.0
Planned Residential District	Apartments or Townhouses	12.0	9.0

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Notes:

* Maximum Density refers to the permitted density of a specific Zoning District and is expressed as dwelling units per acre.

** Actual Density Yield refers to realized density of development is usually not built at 100% of the allowable density due to a variety of assumptions such as environmental constraints, zoning districts allowing a range of densities or allows mixed uses, and infrastructure needed to support a development. Actual Density Yield is expressed as dwelling units per acre.



Assumptions:

- ¹ The R-8A Zoning District has a density range of 8 dwelling units per acre for townhouses and 10 dwelling units per acre for apartments. For the purpose of this table the allowable density has been established as an average of the density range.
- ² The R-10A Zoning District has a density range of 6 dwelling units per acre for townhouses and 8 dwelling units per acre for apartments. For the purpose of this table the allowable density has been established as an average of the two densities.
- ³ Within the City of Salisbury, several Zoning Districts provide for a mix of uses. For the purpose of this table the allowable density and actual density yield have been established as a percentage of a lot dedicated to residential uses, which in this case is 35 percent. A determination of density for these Zoning Districts is based on the percentage of a lot dedicated to residential uses, which in this case it is estimated at 35 percent. For example, the maximum and actual density yield for a 10 acre parcel within the Central Business District is equal to 3.5 acres of development potential at 40 units per acre, would yield 140 dwelling units.

Development Capacity Analysis

Existing Corporate Limits

The results of a recently completed development capacity analysis indicate the City could potentially accommodate an additional 6,783 housing units on 1,498 acres of undeveloped and underdeveloped parcels within the existing corporate limits. **See Table 12-6.** These additional housing units represent a complete build-out of the City, which is unlikely to occur during the lifespan of this plan.

Based on the results of this analysis, the majority of new housing capacity within the current City boundary exists within the R-5, R-8, R-10, R-5A, R-8A and R-10A zoning districts. Of the 6,783 new housing units that can be accommodated on 1,498 acres of undeveloped or underdeveloped land within the City, roughly 72 percent or 4,854 new housing units are allocated to the above mentioned zoning districts. In comparison, 28 percent or 1,929 new housing units can be accommodated within the mixed use zoning districts, which allow for more intensive residential uses such as apartments and townhouses. In certain mixed use zoning districts, the allowable densities are much greater than the Residential Zoning Districts that permit the same uses such as apartments and townhouses. **See Table 12-5.**

Although the anticipated residential growth projected to 2030 may be theoretically accommodated within the existing City limits, it is unlikely this will in fact occur. It is important to note the results of the development capacity analysis do not take into account any undeveloped or underdeveloped parcels that may not be developed for a variety of reasons including:

- A landowner's unwillingness to develop;
- Insufficient access to the property; and
- Changes in future land uses.

**TABLE 12-6: CITY OF SALISBURY DEVELOPMENT CAPACITY ANALYSIS (2010)
EXISTING CORPORATE BOUNDARY**

ZONING DISTRICT	DEVELOPABLE ACRES	NEW HOUSING CAPACITY ²
Residential Zoning Districts		
R-5	41.11	275
R-8	56.54	349
R-10	230.46	418
R-5A**	29.33	137
R-8A***	454.72	1,874
R-10A****	435.42	1,801
TOTAL	1,247.58	4,854
Mixed Use Zoning Districts		
Central Business District	1.13	15
Light Business and Institutional	46.79	198
Neighborhood Business	10.67	44
Office and Service Residential	0.52	5
Riverfront Redevelopment	21.09	387
Planned Residential Development	170.63	1,280
TOTAL	250.83	1,929
TOTAL (Residential & Mixed Use Districts)	1,498.41	6,783

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Municipal Growth Areas

Due to the unlikely nature the projected growth of the City will occur within the present corporate limits, the City has defined a Municipal Growth area that is sufficient to accommodate residential, commercial, and industrial land uses as illustrated on **Map 11-3**. A significant portion of the delineated future growth areas represent residentially developed areas with private wells and individual septic systems. These large concentrations of development have been included as a precautionary measure just in case these areas experience large concentrations of failing wells or septic systems and subsequently are connected to the public system as a result of annexation into the City.

**TABLE 12-7: CITY OF SALISBURY DEVELOPMENT CAPACITY ANALYSIS (2010)
MUNICIPAL GROWTH AREA**

Land Use Designation	Developable Acres	Actual Density Yield DU/Acre	New Housing Capacity
Low Density Residential	1,389.24	3.26	4,529
Medium Density Residential	756.92	5.25	3,973
High Density Residential	152.28	6.75	1,028
TOTAL	2,298.44	N/A	9,530

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

The development capacity analysis for the Municipal Growth Areas indicates the potential to accommodate an additional 9,530 new housing units on 2,298 acres of undeveloped or underdeveloped land within the growth area. This analysis does not take into consideration areas designated as Mixed Use on **Map 11-3** because these areas within the Municipal Growth boundary will not contain a residential component. Again, it is important to note, the numbers generated by the development capacity analysis provide limited insight about the actual development potential of undeveloped and underdeveloped parcels and should not be used to determine the actual development potential within a specified area.



Instead, the results should only be used to gain an understanding of the impact to community facilities if an area was to develop at full capacity, which is extremely unlikely to occur.

Residential development is only part of the story. Salisbury desires to remain the commercial and industrial hub of the Lower Eastern Shore. The City has commercial and industrial development that is the place of employment for citizens from an extensive geographical area. The land uses shown in the Land Use Element of this Plan within the Municipal Growth Area, **Map 11-3**, reflects a policy decision by the City, and by Wicomico County, that the City will remain the center for employment and commercial development in Wicomico County. Annexations will be necessary to accommodate that growth and to provide water and sewer services to these areas. In addition, there are areas with existing residential development surrounding the existing City limits that under certain circumstances could be annexed into the City.

ANALYSIS OF PROJECTED GROWTH IMPACTS - 2030

This Municipal Growth Element seeks to analyze potential growth in Salisbury and in the defined future growth areas based on the existing and projected land use policies. It also assesses how projected population and housing units to 2030 will impact public utilities and community services. Many of the areas considered for annexation already have current residents; however, these areas still offer the possibility of population growth consistent with existing zoning and future possible zoning for areas considered for annexation.

The purpose of this section is to evaluate the impact of projected growth in the City on the public services and infrastructure. The infrastructure and services assessed include: public school; libraries; public safety; recreational facilities; and water and sewer facilities. This list of facilities and services include County and regional facilities, as well as facilities and services under the control of the City of Salisbury. The impacts have been analyzed based on the projected population and housing units (2030), and the results do not take into consideration the location of future growth (Municipal Growth Area or the existing City of Salisbury corporate limits).

Table 12-8 represents the anticipated impacts to these public services and infrastructure based on the additional 4,507 housing units and 11,160 residents projected to come into the City between 2010 and 2030.

**TABLE 12-8: CITY OF SALISBURY
IMPACT OF PROJECTED POPULATION AND HOUSING UNITS
ON PUBLIC SERVICES & FACILITIES (2030)**

Public Services & Facilities	# of Housing Units	# of Persons	Impact Factor	Total Impact
Schools				
Elementary	4,507	N/A	0.27	1,217 Students
Middle	4,507	N/A	0.135	608 Students
High	4,507	N/A	0.206	928 Students
Library	N/A	11,160	1 sq. ft. per 1 person	11,160 Sq. Ft.
Police	N/A	11,160	2.6 officers per 1,000 persons	29 Officers
Fire	N/A	11,160	1.59 Fire Fighters per 1,000 persons	18 Fire Fighters
Water (Residential)	N/A	11,160	100 gallons per person daily (GPD)	1,116,000 GPD
Sewer (Residential)	N/A	11,160	90 gallons per person daily (GPD)	1,004,400 GPD
Water (Commercial and Industrial)	N/A	N/A	SEE WRE	390,000 GPD
Sewer (Commercial and Industrial)	N/A	N/A	SEE WRE	100,000 GPD
TOTAL WATER	N/A	N/A	N/A	1,506,000 GPD
TOTAL SEWER	N/A	N/A	N/A	1,104,400 GPD
Recreation		11,160	30 acres per 1,000 persons	333.48 Acres

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Public Schools

Public schools serving Salisbury are part of the Wicomico County Board of Education System. There are 15 public schools, serving the students residing within the City of Salisbury. Among which, nine (9) are elementary schools, three (3) are middle schools, and three (3) are high schools. School capacity issues and the impacts of growth on school capacity are dynamic in nature. It is impossible to assess the impacts of growth on individual schools in a comprehensive plan with a twenty year time frame because of the impacts associated from growth of the other seven municipalities and the unincorporated County, as well as changing school districts. For the purpose of this Municipal Growth Element, this section looks at system-wide impacts of expected growth of the City to 2030.

Student enrollment factors are contained within the Wicomico County Board of Education Facilities Master Plan, which provides student factors for each type of school by the household.

The total student yield from the projected 4,507 housing units is 2,753 additional students. Elementary students account for 44 percent or 1,217 students of the 2,753 additional students. In comparison, middle school students correspond to 22 percent or 608 students based on the projected new housing units between 2010 and 2030. High school students account for 34 percent or 928 new students.

The County Board of Education will work to determine and plan for school facility needs as development occurs.

Libraries

The Wicomico County Free Library has four (4) branches across Wicomico County, two of which are located within the City Limits of Salisbury. Wicomico County Free Library is a full service library offering a variety of services. The Central Library located at Division St., Salisbury, is 55,000 square feet in size.

For the purpose of the MGE analysis, the national standard used to determine the adequacy of a public library as it relates solely to size is 1 sq. ft. per person. In 2000, the U.S. Census Bureau reported Wicomico County had a population of 84,644. Therefore, the current facility does not adequately meet the national standards. Furthermore, the facility is not capable of accommodating the future population increases projected for Wicomico County in the year 2030, let alone the projected population increases for the City.

The Library system is in the beginning stages of fundraising and site selection of a new library to replace its Central Library located in Downtown Salisbury. **Chapter 6** (Community Facilities) of this Plan recommends the relocation of the Central Branch to a new location in the Downtown area.

Police

The standard for the number of police officers per population used in this Plan is 2.6 police officers per 1,000 population, which is the standard factor used by the International Association of Chiefs of Police (IACP). The Salisbury Police Department (SPD) is a full service police department with 88 police officers and 28 civilians. Based on the 2010 population projection of the City and using the IACP standards, the SPD 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 29 officers are needed to accommodate the increase of 11,160 persons by 2030. However, since the City is currently over the standard ratio, only 16 additional officers are needed to accommodate the projected population of 40,085 residents by 2030.

The City also receives support from the Wicomico County Sheriffs Office and the Maryland State Police.

Fire and Emergency Services

The Salisbury Fire Department provides fire and emergency services to the City of Salisbury and to a designated portion of Wicomico County outside of the City limits. The County is provided services through a negotiated agreement between the County and the City. According to the report “Salisbury Fire Department Strategic Planning Process, July 2001”, SFD provided suppression service to an estimated population of 41,140 and rescue and emergency medical services to an estimated population of a 52,319 encompassing 54 square miles including the City and designated portions of the County.

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. The Salisbury Fire Department is a combination volunteer/career fire department that consists of 64 career and 120 active volunteer firefighters. Just based on the impact of the future growth and not taking into consideration the current staffing levels, the Salisbury Fire Department would require an additional 18 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.

Water and Sewer Facilities

The Water Resources Element (WRE), **Chapter 5**, indicates the City of Salisbury has adequate water available for its current and future population. The WRE also suggests that water capacity of Salisbury Public Water System should be adequate for the next twenty years and beyond with an existing capacity of 12 MGD and a planned capacity of 18.0 MGD in 2030. Currently, the 2010 demand, which includes residential, commercial, and industrial users is estimated at 6.9 MGD. Based on the projected population increases, as well as the additional projected commercial and industrial use, the 2010 demand will increase by an estimated 1.5 MGD, for a total 2030 demand of roughly 8.4 MGD.

The City's Waste Water Treatment Plant (WWTP) is capable of accommodating the existing demand, as well as the future demand created by an additional 11,160 residents by 2030. The City WWTP has a current capacity of 8.5 MGD with a total demand of 5.86 MGD. The impacts contributed to projected population increases, as well as estimated increases in commercial and industrial demand is 1.1 MGD. Therefore, the WWTP can easily meet the future needs of the residents, commercial, and industrial demand beyond the timeframe of this Plan.

A detailed discussion of water capacity, sewer treatment capacity and availability of drinking water supply sources is contained in the Water Resources Element, **Chapter 5** of this Plan.

Recreation

City of Salisbury owns and operates 11 parks and playgrounds varying in size and totaling roughly 140 acres of park land. **See Table 6-3 and Map 6-4.** The future growth of the City will exert additional pressure on existing parkland, as well as create the need for additional parks in the City. Like other community facilities, both City and County residents use parkland owned by the City, as well as the County. For this reason it is difficult to assess the park land need for the City without taking the County into account; however, solely based on the State's Program Open Space Standard of 30 acres of parkland, the City would need roughly 334 acres of parkland to accommodate the projected population increase.

As the City moves forward with the implementation of this Plan, special consideration should be given to require developers of parcels located both inside the existing City limits, as well as within Municipal Growth Areas, to contribute land or a monetary contribution to assist in meeting the POS standards. Also, implementing the provision of clustering future residential development will greatly assist in meeting the State's standards.

ANALYSIS OF PROJECTED GROWTH IMPACTS – TOTAL BUILD-OUT

In addition to assessing the impact of growth associated with population and housing unit projections for 2030, this MGE also evaluates the impact of projected growth in the City on the public services and infrastructure at ultimate build-out of the existing City limits, as well as the undeveloped future growth areas as represented in **Map 11-3, Growth Area, Future Land Use Plan.** The ultimate build-out for the existing City limit and the future growth areas is a representation of the results from the development capacity analysis. For the purpose of identifying the potential impact, the services analyzed are consistent with those contained in **Table 12-8.** Although it is difficult to predict when the ultimate build-out will occur, the information contained in **Table 12-9** is unlikely to be reached within the timeframe of this planning document.

**TABLE 12-9: CITY OF SALISBURY
IMPACT OF FUTURE GROWTH WITHIN THE CITY AND FUTURE GROWTH AREAS
ON PUBLIC SERVICES & FACILITIES (TOTAL BUILD-OUT)**

Public Services & Facilities	# of Housing Units	# of Persons	Impact Factor	Total Impact
Schools				
Elementary	16,313	N/A	0.27	4,405 Students
Middle	16,313	N/A	0.135	2,202 Students
High	16,313	N/A	0.206	3,360 Students
Library	N/A	38,825	1,000 sq. ft. per 10,000 persons	3,883 Sq. Ft.
Police	N/A	38,825	2.6 officers per 1,000 persons	101 Officers
Fire	N/A	38,825	1.59 Fire Fighters per 1,000 persons	62 Fire Fighters
Water (Residential)	N/A	38,825	100 gallons per person daily (GPD)	3,882,500 GPD
Sewer (Residential)	N/A	38,825	90 gallons per person daily (GPD)	3,494,250 GPD
Water (Commercial and Industrial)¹	N/A	N/A	SEE WRE	4,358,875 GPD
Sewer (Commercial and Industrial)²	N/A	N/A	SEE WRE	3,349,425 GPD
TOTAL WATER	N/A	N/A	N/A	8,241,375 GPD
TOTAL SEWER	N/A	N/A	N/A	6,843,675 GPD
Recreation		38,825	30 acres per 1,000 persons	1,165 Acres

Source: Salisbury – Wicomico County Department of Planning, Zoning & Community Development (2010)

Assumptions about Commercial and Industrial Water Demand and Sewer Demand:

1. Projected flows for commercial demand is based on an assumption the commercial development is equal to 35 percent of the total residential demand and industrial demand will account for 3 MGD.
2. Projected flows for commercial demand is based on an assumption the commercial development is equal to 10 percent of the total residential demand and industrial demand will account for 3 MGD

FINANCING INFRASTRUCTURE IMPROVEMENTS

A number of mechanisms exist that enable the City to finance necessary infrastructure improvements to accommodate expected growth. Whenever possible the City pursues available sources of funding from State and federal programs. These are of particular importance for funding of transportation and water and sewerage facilities. In a City context, Salisbury prepares a Five-Year Capital Improvement Program that sets forth its capital improvement priorities and which forms the basis for the capital outlay requests in annual budgets.

The City pursues annexations necessary to protect the public health and welfare, as well as those necessary to accommodate growth. If the annexation is to accommodate new development, detailed annexation policies are in place to guide City actions. To advance and protect the public’s interests when the municipal limits are expanded, municipalities can negotiate an annexation agreement with the petitioner/property owners. Strict legal parameters define what the City may demand as a condition of development permit approval; however, when negotiating an annexation agreement the City is not bound by these strict rules. Prior to annexation, a property is not subject to City zoning authority and the City is



not encumbered by the rules that govern placing conditions on approvals. The petitioner seeking the benefits conferred by annexation, may as a bargained for condition of annexation, contractually offer--and the City may require--broad concessions.

New development both inside and outside of current City limits must also support the costs of new growth. Impact fees are one time payments used to construct system improvements needed to accommodate new development. An impact fee represents new growth's fair share of capital facility needs. As the City continues to grow and additional pressures are placed on public services and infrastructure, the City should consider imposing impact fees to offset the costs associated with this future growth both inside the existing City limits and in the areas delineated as part of the Municipal Growth Areas. **See Map 11-4.**

CHAPTER 13: PLAN IMPLEMENTATION

INTRODUCTION

The purpose of the Implementation Element is to recommend ways and means to bring into existence the proposals set forth in the Comprehensive Plan.

In order to achieve the Goals and Objectives of this Comprehensive Plan a variety of implementation measures comprised of legislative proposals related to land development are recommended. The implementation measures recommended should not be viewed as negative regulatory instruments, but rather as positive components of the Comprehensive Plan based on public participation, giving direction to the growth and development of the Salisbury Metropolitan area.

The recommended implementation measures involve agencies at all levels of government, private organizations, developers, and the public. However, the final responsibility for the implementation of the Comprehensive Plan lies with the citizenry and their elected officials.

Throughout this Comprehensive Plan, each Element has presented the future development goals for individual topics and suggested strategies that should be implemented to meet those goals. This Element of the Plan compiles the strategies from each of those individual elements and organizes them into the areas in which they would need to be implemented.

INTERJURISDICTIONAL COORDINATION

The City of Salisbury Comprehensive Plan provides guidance to the future development of the City and its immediate environs. For the most part, the policies and implementation strategies discussed in this Plan refer to actions that would be the responsibility of City government and City residents. However, the effective implementation of this Plan will involve continuing cooperation with Wicomico County and with other local governments in the County. The continued participation in the Council of Governments provides an appropriate forum for the City to discuss and encourage opportunities to work closely with other jurisdictions in the County. When practical, the City, County, and other local jurisdictions in the region should strive to identify alternative methods of providing services in an effort to optimize the level of service, as well as reducing operating costs. Additional roles will be played by cooperating agencies in the State of Maryland and by a variety of federal government agencies.

COMMUNITY SERVICE GROUPS

In addition to governmental agencies, the implementation of this Plan will in many instances include the participation of non-profit groups, and other active community service groups in the region. The active participation of the environmental community in the implementation of the policies described in this Plan is encouraged and appreciated. The implementation strategies expressed here may only be accomplished with the cooperation of our community service providers such as the Lower Eastern Shore Heritage Council, Greater Salisbury Committee, Salisbury Area Chamber of Commerce, Urban Salisbury, Inc., Wicomico Environmental Trust, Wicomico Creekwatchers, and the Chesapeake Bay Foundation, just to name a few.

The City of Salisbury will continue to seek to partner with the residents and all of the community service groups in order to enhance the City's ability to implement this Plan.

IMPLEMENTATION OF MUNICIPAL GROWTH AREA

Salisbury like all other municipalities expands geographically through the annexation process. In Salisbury, the annexation process typically begins at the request of one or more property owners because of a desire to gain access to public infrastructure, especially public water and sewer services provided by the City of Salisbury. The actual process is governed by the Annotated Code of Maryland. The decision to enter into that process is made by the City of Salisbury consistent with a number of policy considerations. As stated in **Chapter 12**, an annexation proposal can only occur for a parcel/s consistent with this Comprehensive Plan and specifically consistent with the Municipal Growth Element of this Plan.

In recognition that the Comprehensive Plan is a long range plan with a 30 year time frame an annexation proposal must also be consistent with other City policies in order to meet the long term objectives of the City to support a pattern of growth and development consistent with Smart Growth objectives such as locating future growth in areas with existing or planned services. It is City policy that an annexation proposal will not be considered unless the area under consideration is also shown in the Wicomico County Comprehensive Water and Sewerage Plan. This policy assures that an annexation will only occur when the water and sewerage facilities are available, and capacity exists in the system to meet the demand associated with a proposed development.

Another important consideration to the City of Salisbury is that the proposed development is consistent with the broader development goals outlined in this Plan. Any new residential development will be required to meet an overall density minimum of 3.5 dwelling units per acre, consistent with the requirements for certification as a Priority Funding Area under State law.

ZONING ORDINANCE AND MAPS

The Zoning Ordinance and Zoning Maps are one of the primary methods available for implementing the Comprehensive Plan. Zoning is defined as the division of the City into districts and the application of uniform regulations within those districts. Such regulations apply to:

- The height and bulk of buildings and other structures;
- The area of a lot which may be occupied and the size of required open spaces;
- The density of population; and
- The uses of land and buildings for trade, industry, residence, or other purposes.

The City of Salisbury is currently divided into a number of zoning districts. Residential zones range from densities with minimum lot size of 5,000 square feet (R-5), 8,000 square feet (R-8) and ten thousand square feet (R-10). Areas of the City that have developed or are suitable for development with apartments or townhouses have been zoned as R-5A, R-8A, or R-10A. In addition to the residential zones, the Zoning Code also has provisions for commercial and industrial lands and specific requirements for the Central Business District, the Peninsula Regional Medical Center and Salisbury University. There are overlay districts to further protect historic districts and the groundwater areas.

In order to implement this Comprehensive Plan, modifications to Chapter 17, Zoning, of the Salisbury Municipal Code should be undertaken. Other City Ordinances may also need modification or new ordinances may need to be established. The following items should be incorporated into the City Code or other City ordinances:

- Use zoning and subdivision regulations to direct growth in desirable areas and ensure adequate infrastructure.



- Revise city ordinances to provide incentives for the construction of green buildings and designing green communities.
- Locate appropriate amount of land for the expansion of Salisbury University and supporting uses.
- Delineate areas on the Land Use Plan suitable for the expansion of Peninsula Regional Medical Center.
- Encourage small scale neighborhood commercial development in declining neighborhoods as a stimulus tool.
- Provide sufficient residentially zoned land to allow developers adequate market choices, and discourage land speculation.
- Offer incentives for providing affordable housing such as bonus provisions as a result of inclusionary zoning techniques, and expediting the processing time for the development proposals that have affordable housing.
- Require all residential developers to provide adequate green and open space for the developing neighborhood.
- Provide for adequate, well located parks, open space and other community facilities to serve all residential areas.
- Promote mixed use development and redevelopment along the Wicomico River.
- Separate industrial areas from residential areas and other incompatible uses by buffers, landscaped parking areas, open space and/ or transitional commercial uses to minimize adverse impact on adjoining uses including: impacts from noise; emissions; or heavy traffic.
- Update the City’s Floodplain Ordinance to minimize any adverse impacts of development within the floodplain.
- Update and implement the City’s Stormwater Management Ordinance to reflect recently revised State stormwater regulations.
- Coordinate with emergency management agencies and local and state jurisdictions to develop an emergency transportation plan in the event of a natural calamity or catastrophe.

SENSITIVE AREAS

This Sensitive Areas Element, **Chapter 4**, required in all Comprehensive Plans in Maryland, describes environmental resources in the City of Salisbury. Below are implementation measures to balance the City’s growth management goals with environmental considerations.

- Map existing parks, greenways, trails, wildlife habitat, and open space to develop a system that integrates floodplain management and preserves open space along the rivers, creeks, and wooded areas to increase water absorption.
- Encourage planted buffers along waterways and maintain a “greenway” along the streams to connect the zoo, hospital, and downtown center.
- Support the efforts of the Wicomico River Keepers Program in an effort to encourage local residents and business to monitor the water quality of the Wicomico River and its tributaries.
- Coordinate with the Maryland Department of Natural Resources to enhance the identification of Wetlands of Special State Concern.
- Codify the State’s Wetlands of Special State Concern regulations into the City Code.
- Update the City’s Floodplain Ordinance to minimize any adverse impacts of development within the floodplain.

- Encourage the use of Best Management Practices (BMPs) to help reduce flooding.
- Promote the development of an inter-connected green space network throughout the City of Salisbury with parks and open space throughout that will provide connections between neighborhoods.
- Update and implement the City's Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Encourage the use of more efficient stormwater management (SWM) practices such as smaller SWM ponds scattered throughout a greenway versus one large SWM pond within a development, as well as the use of rain gardens instead of traditional raised islands typically found in parking lots in an effort to reduce stormwater run-off and improve the water quality.
- Priority consideration should be given to conducting a technical study to determine cost-effective measures and best management practices to significantly reduce the amount of debris deposited in the Wicomico River and its tributaries from the stormwater system.
- Educate the public on the benefits of incorporating pervious materials in construction applications to improve water quality and reduce the potential for flooding.
- Encourage the hiring of a City Arborist or the creation of a volunteer-based citizens group to educate residents about the importance of our urban forest, as well as prepare an educational campaign to alert residents about the harmful effects of invasive plants in forested areas.
- Research and implement an Urban Tree Canopy program.
- Support farmers markets in the City to provide an outlet for farmers from the City and neighboring communities to sell produce.
- Encourage property owners of vacant and/or underdeveloped land to consider creating small-scale, hand-tended gardens as an interim use of the property.

WATER RESOURCES

The Water Resources Element, **Chapter 5**, is required to identify potential supply, infrastructure, receiving water constraints and to identify options to address any constraints. The following implementation measures are recommended:

- Review USGS Atlantic Coastal Plain of Maryland Assessment and use methodology and resources to monitor aquifer levels and risk of surface and saltwater contamination.
- Update and implement the City's Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Prohibit the use of Package Treatment Plants within the City limits.
- Discourage the use of Package Treatment Plants in the municipal growth area.
- Encourage use of development designs in all subdivision approvals that reduce impervious surfaces.
- Develop maximum impervious surface cover standards for all future development.
- Encourage innovative management of stormwater runoff in all redevelopment proposals.
- Encourage the use of low-flow shower heads, toilets, and spigots to promote the conservation of potable water.
- Establish City open space requirements for all new development.
- Promote a conservation design approach to new development.
- Assure adequate water storage capacity.
- Encourage grey-water recycling.

COMMUNITY FACILITIES

The Community Facilities Element, **Chapter 6**, provides a guide for establishing services such as schools, parks, sewerage and water systems, police and fire protection, and garbage collection to serve the City's growing population as efficiently as possible. The following implementation measures are recommended:

- Require that functionally adequate drainage systems be provided for all urban development.
- Upon adoption, implement the strategies contained in the City Water – Sewer Allocation Management Plan.
- Update and implement the City's Stormwater Management Ordinance to reflect recent and future revisions to the State stormwater regulations.
- Research, identify and implement best management practices of Stormwater Management in an effort to reduce floatables' and other undesired debris from entering the waterbodies.
- Map key community facilities with respect to their location on roadways, bikeways and pedestrian networks and identify capital projects or developer exactions to create necessary linkages throughout the City.
- Promote reduction, reuse, and recycling awareness and education for City residents to eliminate as many waste items as possible.
- Continue to explore opportunities to implement the recommendations of the Recycling Committee.
- Require developers of new multi-family projects to provide site plans that delineate areas for the specific use of recycling containers that are designed in an aesthetically pleasing manner. In addition, the developer should provide the containers once the development has been constructed.
- Require site plans for new residential developments in the City to delineate areas specific for the use of recycling containers.
- Develop public facilities that are minimally disruptive to the environment during construction and operation that 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 explore and identify possible locations for a City Hall in the Downtown area.
- Continue to coordinate with the WCBOE to ensure educational facilities are adequate in size to accommodate the anticipated enrollment in their service areas.
- Combine, where possible, schools and recreation sites to provide benefits of safety, convenience, and economy.
- Make multiple uses of drainage facilities where possible for recreation and conservation purposes.
- Preserve open spaces and provide a system of green corridors along the riverbanks through the City for recreational use and as wildlife habitat.
- Continue to encourage service clubs and other organizations to assist in landscaping and maintenance efforts of small open spaces, often at intersections with aesthetically pleasing native plantings.
- Require all residential developers to provide adequate green and open space for the developing neighborhood.
- 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 residential development.
- Obtain an expanded groundwater appropriation permit to meet future demand.

HOUSING

Chapter 7 includes following implementation measures in an effort to maintain a suitable housing stock for the City's growing population:

- Continue housing code enforcement; strictly enforce the existing City Code for both owner occupied and renter occupied housing units.
- Continue renovation and rehabilitation loans and technical assistance to improve the physical quality of existing housing stock; seek new funding mechanisms.
- Provide assistance to eliminate lead poisoning in owner occupied and renter occupied housing units.
- Enforce standards for renovation and rehabilitation of old housing stock.
- Include public improvements in Capital Improvement Programs (street realignment, sidewalks, street closing, playgrounds, sewerage, water mains, and lighting) for older neighborhoods in order to reinforce and protect residential use and demonstrate public commitment and interest in the preservation of such areas.
- Discourage industrial and commercial land uses in areas that are predominately residential and buffer existing incompatible uses.
- Provide incentives for rehabilitation and infill developments.
- Encourage the adaptive reuse of existing buildings for residential use.
- Encourage small scale neighborhood commercial development in declining neighborhoods as a stimulus tool.
- Provide sufficient residentially zoned land to allow developers adequate market choices, and discourage land speculation.
- Offer incentives for providing affordable housing such as bonus provisions as a result of inclusionary zoning techniques, expediting the processing time for the development proposals that have affordable housing.
- Where appropriate, consider waiving the water and sewer capacity fees for affordable housing projects.
- Use zoning and subdivision regulations to direct growth in desirable areas and ensure adequate infrastructure.
- Promote mixed use, compact, walkable communities and ensure adequate connection with the existing communities.
- Implement crime prevention through environmental design standards; such as lighting and landscape.
- Encourage homeownership by educating residents about the different existing federal, state, and local programs.
- Continue efforts to enforce rental licensing requirements.
- Coordinate and partner with Salisbury University and private developers to provide housing choices for students, serving as an alternative to single-family neighborhoods.
- Establish design standards for new construction in the City's new, as well as existing neighborhoods.
- Work with private developers to facilitate the development of additional housing units to meet increased demand.
- Revise City ordinances to provide incentives for the construction of green buildings and designing sustainable communities.



HISTORIC & CULTURAL RESOURCES

Chapter 8 outlines the City’s commitment to preserving, protecting and enhancing buildings, places and areas which possess particular historic or architectural significance within the City in order to promote the educational, cultural and economic welfare of its residents and visitors. To accomplish this commitment, the following implementation measures are recommended:

- Examine the Historic District Commission’s current review process and implement recently developed guidelines used to review proposed renovation and redevelopment activities within the Historic Districts in a way that provides protection to historic resources while promoting active and appropriate re-use.
- Continue to offer façade grants and assistance through Urban Salisbury and the City’s Downtown Revitalization Revolving Loan Fund in the Downtown area to encourage renovations of buildings to create a mix of uses with commercial and retail establishments on the first floor with apartments and offices above.
- Encourage the use of National Register historic landmark plaques to recognize structures of historic significance that retain or reproduce historical elements of the original property.
- Prepare an informational brochure describing the Historic District Commission’s and Urban Salisbury’s incentive programs and the local historic sites for general distribution. This will promote the significant historic structures as focal points in the design of the City.
- Continue to collaborate with the Edward H. Nabb Research Center for Delmarva History and Culture to foster knowledge and appreciation of the City’s historic resources.
- Continue to research, inventory, and map information about cemeteries and burial grounds in an effort to obtain additional knowledge about the identity of the early settlers to the area.
- Promote heritage and cultural activities such as walking tours of the historic districts and festivals that occur in the City by creating and distributing information brochures and marketing materials that capture the essence of the event.

COMMUNITY & ECONOMIC DEVELOPMENT

Chapter 9 of the Comprehensive Plan serves as a guide for the future of community and economic development within the City. To encourage continued expansion of the City of Salisbury with a variety of well-designed and well-located commercial facilities to meet regional market demand the following implementation measures are recommended:

- Establish incentive programs with measurable benchmarks for the purpose of creating new jobs and attracting people to locate within the City.
- Target the downtown area for more office, retail, and high density residential development, thereby strengthening its role as a vital City center where people come to work, live, and play.
- Encourage revitalization which achieves an appropriate balance between commercial development and the creation of public open space to optimize investment opportunities and public use of the riverfront while preserving and protecting this environmentally sensitive area.
- Participate or conduct a Strengths, Weaknesses, Opportunities and Threats analysis specific to the economic development and revitalization of the City, with a specific focus on the revitalization of the Downtown.
- Encourage promotional activities and aesthetic improvements to enhance Salisbury’s Downtown area and its overall economic activity.
- Make the downtown area more appealing with the use of landscaping, trees, open space, and additional structured parking in keeping with the Main Street Master Plan.

- Improve pedestrian access to the downtown area with easier access to and from the hospital area and adjacent neighborhoods.
- Support the continuation of public/private partnerships such as Urban Salisbury, as an effective means to promote activities and aesthetic improvements in Salisbury’s downtown area.
- Work to implement the recommendations of the Task Force on Crime, as appropriate.
- Effectively administer the Maryland Safe Streets Grant, serving as an active partner in the multi-agency cooperation.
- In all new annexations, continue the policy of negotiating developer payments to a fund for neighborhood revitalization.
- Support further expansion of the health service industry, and Peninsula Regional Medical Center in particular, through the enactment of more simplified and targeted zoning regulations.
- Work closely with Salisbury University to support further expansion in appropriate locations. Regulations should more clearly target expansion areas, while discouraging conflicts with existing neighborhoods.
- University sponsored programs should be designed to complement and support community programs and business initiatives.
- Work with planners and developers to support the development and redevelopment projects within the City such as the former Salisbury Mall property.
- Support local transit planning initiatives through participation in the Salisbury/Wicomico Metropolitan Planning Organization.
- Support the development of new neighborhoods built around “neighborhood commercial centers” that are well connected to existing neighborhoods, with an emphasis on safety, convenience, and attractiveness.
- Work to further the relationship between local K-12 schools, Salisbury University, Wor-Wic Community College, and UMES by expanding internship opportunities and learning opportunities at Salisbury University’s Teacher Education and Technology Center.
- Encourage coordination between the City, local businesses, non-profit organizations, Salisbury University, Wor-Wic Community College, and UMES to expand the internship and service learning opportunities for students and to identify current and future needs for undergraduate and graduate education.

TRANSPORTATION

The Transportation chapter of the Comprehensive Plan, **Chapter 10**, notes that Salisbury is strategically located at the intersection of two major highways in the Lower Eastern Shore. To provide a coordinated transportation system that provides for the safe and efficient movement of people and goods, the following implementation measures are recommended:

- Where possible and appropriate, existing roads and highways should be improved and new linkages built to support the City of Salisbury’s Land Use Plan and Municipal Growth Element. New linkages should be in accordance with the Transportation chapter of the City’s Comprehensive Plan. Responsibility for these improvements should be proportionally and equitably shared by the public and private sectors.
- New roads built by the public or private sector should be constructed with an appropriate design suited to the road’s primary function.



- Ensure that appropriate measures and improvements are funded in their fair share by developers when it is determined that new development will create a traffic or safety hazard or need for traffic improvements.
- Encourage clustered commercial development with shared driveway access and internal travel networks as a preferred alternative to strip commercial development. Where possible, during redevelopment of commercial properties, separate access drives should be consolidated to reduce the number of conflicts.
- Continue the City’s annexation policy of requiring developers to fund off-site road improvements when it is determined by the City that a development will have an adverse impact on a roadway or intersection.
- Coordinate with the Salisbury/Wicomico Metropolitan Planning Organization and the State Highway Department to conduct a feasibility study to construct a new interchange on the Salisbury Bypass between U.S Route 13 Business and U.S. Route 50 Business to connect to the southern extent of Brown Road.
- New roadway construction and major improvement projects for existing City streets should be scheduled as part of the Capital Improvements Program.
- Improve safety along roadways and at intersections by proper traffic signalization, geometric configurations and signage.
- Coordinate with the Salisbury/Wicomico Metropolitan Planning Organization, Shore Transit, and the Airport Commission to conduct a study for the purpose of identifying potential sites to locate an intermodal transportation hub to support the economic, employment and transportation goals of the City and the region.
- Incorporate recommendations contained in the Corridor Studies prepared by the Salisbury/Wicomico Metropolitan Planning Organization that address improvements to the City’s transportation system.
- Consider the adoption of a Level of Service Policy for the City to follow to ensure that proposed development does not negatively affect a roadway to a significant degree, unless mitigation is funded by the developer or through planned improvements included in the City’s capital programs.
- Maintain lower vehicle speeds on roadways that are passing through downtown and in predominantly residential neighborhoods near the downtown. This can be accomplished by adding landscaping and traffic calming features, and imposing lower speed limits.
- Control truck loading and unloading hours in the downtown, at shopping centers and in close proximity to residential areas.
- Coordinate with Shore Transit and the Maryland Transit Authority to expand and enhance the existing public transportation system and to increase connectivity within the City.
- Continue to work toward developing a comprehensive City-wide plan for bike paths, pedestrian walkways and an urban greenway, with a goal of interconnecting high activity centers such as schools, parks, playgrounds, shopping areas and employment centers with residential neighborhoods.
- Strengthen connectivity among various parts of the City, including connections to the downtown area.
- All bicycle and pedestrian trails and facilities should be ADA compliant.
- Identify locations to link existing City trails to the extensive network of the Wicomico County trail system.
- Review site plans and proposed annexations to determine if the City should require a dedication of right-of-way or easements to accommodate the expansion of existing or creation of new hiker/biker trails.
- Encourage the use of recycled materials (recycled/crushed concrete, bricks and blocks) whenever possible when making right-of-way improvements.

- Encourage the provision of bike racks on all transit buses, and at publicly-owned facilities.
- Conserve, maintain and enhance existing sidewalks and pedestrian crossings throughout the City.
- Develop an efficient truck route network to connect major freight generators, motor carrier terminal facilities, the port facility, the airport, and major highways.
- Develop a safe and efficient freight movement system both to serve the internal City movements and to connect the City to the State and the larger region.
- Support the efforts of the Delmarva Water Transport Committee and Wicomico County in the Wicomico River maintenance projects, and in the selection of future spoil disposal sites.
- Continue to provide support for the rehabilitation and development of the Port of Salisbury to encourage additional waterborne traffic serving the City of Salisbury and the region.
- Support the preservation and revitalization of the Delmarva rail system.
- Encourage the continued expansion and improvement to the Salisbury Ocean City: Wicomico Regional Airport as a primary facility serving a multi-county and tri-state region.
- Ensure that adequate land adjacent to rail facilities is available for industrial development to provide suitable sites for industries looking to locate in the City.
- Ensure that Rail Rights-Of-Way are maintained and, should they become abandoned, consider their use as bike and pedestrian paths.
- Continue to actively participate in the membership of the Salisbury/Wicomico Metropolitan Planning Organization.
- Coordinate transportation improvement efforts with Wicomico County, the Salisbury/Wicomico Metropolitan Planning Organization and the Maryland State Highway Administration through joint studies.
- Coordinate with the Maryland State Highway Administration during the planning and design of State Highway improvements in Salisbury, and in the surrounding area, to ensure that these roadways will function as important components of the local transportation system.
- Coordinate with emergency management agencies and local and state jurisdictions to develop an emergency transportation plan in the event of a natural calamity or catastrophe.

LAND USE

The Land Use Element, **Chapter 11**, is the central element in the Comprehensive Plan and forms the basis of all other plan elements along with functional plans such as sewer and water service plans, school facilities plans, and park and open space plans. To provide clear and direct guidance for the management of future growth and development in the City, the following implementation measures are recommended:

- Encourage a compact growth pattern to efficiently use the remaining buildable land and enable cost effective provision of utilities and services.
- Strive for a development pattern of new annexations in the future growth areas that provide a logical boundary for the City.
- Promote Downtown as the center for urban activities.
- Expand the supply and availability of housing by providing a variety of housing types in order to permit a wide choice of housing to include all incomes and to suit all family needs.
- Provide for adequate, well located parks, open space and other community facilities to serve all residential areas.
- Encourage the development of housing in areas served by public facilities, and in close proximity to shopping, recreational and cultural amenities.



- Encourage revitalization of declining neighborhoods with infill development and adequate community services that replicate the existing development pattern.
- Discourage multi-family uses in existing neighborhoods that are predominately comprised of single-family detached residential dwellings.
- Revise the City Code to remove apartments as a permitted use within the Light Business and Institutional Zoning District.
- Prohibit residential uses in future growth areas designated as Mixed Use.
- Prohibit intensive commercial development and big-box retail stores in areas designated on the Land Use Plan as Mixed Use.
- Revise the City Code to eliminate residential uses as a permitted use within the Planned Business Centers section of the Code.
- Review the permitted residential densities of R-5A, R-8A, and R-10A to ensure conformance to the Land Use recommendations contained in this Plan. Specifically, modify the townhouse densities of the above mentioned Zoning Districts to reflect the apartment densities.
- Encourage the use of conservation subdivision design techniques to protect environmentally sensitive areas and natural resources in an effort to preserve open space through clustering of homes.
- Locate regional commercial activity centers at optimal locations such as major interchanges and along the major highways.
- Provide neighborhood commercial areas in close proximity to existing and future residential areas.
- Prevent additional strip commercial areas by encouraging clustering of commercial activities at optimal locations.
- Encourage revitalization of declining commercial areas with infill development and redevelopment.
- Promote mixed use development and redevelopment along the Wicomico River.
- Encourage a diversity of industrial types in order to promote a stable well balanced economy.
- Preserve and support the remaining industrial sites located along the Wicomico River.
- Designate appropriate areas for future expansions of industrial activities.
- Separate industrial areas from residential areas and other incompatible uses by buffers, landscaped parking areas, open space and/ or transitional commercial uses to minimize adverse impact on adjoining uses including: impacts from noise; emissions; or heavy traffic.
- Locate industrial areas to have convenient access to good transportation facilities including: rail; highway; air; and water.
- Delineate areas on the Land Use Plan suitable for the expansion of Peninsula Regional Medical Center and Salisbury University.
- Improve connectivity of PRMC to the Downtown, proposed parks along Wicomico River, Riverwalk area and neighboring residential and commercial areas.

MUNICIPAL GROWTH

The Municipal Growth Element, **Chapter 12**, is a new required element that will assess the impacts associated with population and housing projections for the year 2030 against the ability of the City to provide adequate services. Following adoption of this element, properties cannot be annexed to the City unless included in the MGE. The following implementation measures are recommended by the Plan:

- Approve annexations that contribute to the rational and efficient development of land use, community infrastructure, open space, and recreational amenities that fit appropriately into the overall pattern of development as evidenced by the City Council's recommendation of approval of an Annexation Plan;



- Approve annexations that enhance overall public health, safety and community well being including the efficient routing and / or expansion of public facilities and services, the affordability of housing, and the availability of moderately priced housing;
- Approve annexations that have a positive fiscal benefit to the City based on assessments that include an estimation of an annexation’s prospective use of remaining capacity in existing public facilities and services, and the costs and timeline of providing expansions should they be needed;
- Approve annexations that will not degrade the environmental quality of land, air, or water, nor degrade public open spaces and amenities, wildlife habitat or historic sites and structures; and
- Evaluate all annexation proposals for consistency with the policies of this Comprehensive Plan.
- Annexation of new areas will be consistent with existing policies and regulations such as inclusion with the Wicomico County Comprehensive Water and Sewerage Plan.
- Revise, as necessary, the Priority Funding Area designation of the City for recently annexed properties.
- Annexation of property for future residential development will be required to meet the minimum density requirements for inclusion within a Priority Funding Area.



APPENDIX 1: ENDANGERED SPECIES

Current and Historical Rare, Threatened, and Endangered Species Wicomico County, Maryland*

December 13, 2007

Maryland Department of Natural Resources
Wildlife and Heritage Service

ANIMALS:

Scientific Name	Common Name	Global Rank	State Rank	State Status	Federal Status
<i>Acantharchus pomotis</i>	Mud Sunfish	G5	S2	I	
<i>Ameiurus catus</i>	White Catfish	G5	SU		
<i>Callophrys irus</i>	Frosted Elfin	G3	S1	E	
<i>Calopteryx dimidiata</i>	Sparkling Jewelwing	G5	SH		
<i>Enallagma pallidum</i>	Pale Bluet	G4	S1		
<i>Enneacanthus chaetodon</i>	Blackbanded Sunfish	G4	S1	E	
<i>Enneacanthus obesus</i>	Banded Sunfish	G5	S2		
<i>Etheostoma fusiforme</i>	Swamp Darter	G5	S2	I	
<i>Etheostoma vitreum</i>	Glassy Darter	G4G5	S1S2	T	
<i>Haliaeetus leucocephalus</i>	Bald Eagle	G5	S2S3B	T	
<i>Lampsilis radiata</i>	Eastern Lampmussel	G5	SU		
<i>Lepisosteus osseus</i>	Longnose Gar	G5	S2?		
<i>Limnothlypis swainsonii</i>	Swainson's Warbler	G4	S1B	E	
<i>Nerodia erythrogaster erythrogaster</i>	Redbelly Water Snake	G5T5	S2S3		
<i>Notropis chalybaeus</i>	Ironcolor Shiner	G4	S1	E	
<i>Podilymbus podiceps</i>	Pied-billed Grebe	G5	S2B		
<i>Satyrium kingi</i>	King's Hairstreak	G3G4	S1	E	
<i>Sciurus niger cinereus</i>	Delmarva Fox Squirrel	G5T3	S1	E	LE

Plants:

Scientific Name	Common Name	Global Rank	State Rank	State Status	Federal Status
<i>Aeschynomene virginica</i>	Sensitive Joint-vetch	G2	S1	E	LT
<i>Agalinis fasciculata</i>	Fascicled Gerardia	G5	S1	E	
<i>Agalinis setacea</i>	Thread-leaved Gerardia	G5?	S1	E	
<i>Alnus maritima</i>	Seaside Alder	G3	S3.1		
<i>Aristida curtissii</i>	Curtiss' Three-awn	G5T5	SU		
<i>Aristida lanosa</i>	Woolly Three-awn	G5	S1	E	
<i>Aristida virgata</i>	Wire Grass	G5T4T5	S1	E	
<i>Asclepias rubra</i>	Red Milkweed	G4G5	S1	E	
<i>Azolla caroliniana</i>	Mosquito Fern	G5	SU		
<i>Bacopa innominata</i>	Mat-forming Water-hyssop	G3G5	SH	X	
<i>Bidens coronata</i>	Tickseed Sunflower	G5	S2S3		
<i>Bidens mitis</i>	Small-fruited Beggar-ticks	G4?	S1	E	
<i>Boltonia asteroides</i>	Aster-like Boltonia	G5	S1	E	
<i>Bromus latiglumis</i>	Broad-glumed Brome	G5	S1	E	
<i>Callicarpa americana</i>	French Mulberry	G5	SH	X	
<i>Calopogon tuberosus</i>	Grass-pink	G5	S1	E	
<i>Cardamine longii</i>	Long's Bittercress	G3	S1	E	
<i>Carex glaucescens</i>	A Sedge	G4	S1	E	
<i>Carex mitchelliana</i>	Mitchell's Sedge	G4	S2		
<i>Carex venusta</i>	Dark Green Sedge	G4	S2	T	

Scientific Name	Common Name	Global Rank	State Rank	State Status	Federal Status
Carex vestita	Velvety Sedge	G5	S2	T	
Castanea dentata	American Chestnut	G4	S2S3		
Centrosema virginianum	Spurred Butterfly-pea	G5	S2		
Chenopodium gigantospermum	Maple-leaved Goosefoot	G5	S1	E	
Cleistes divaricata	Spreading Pogonia	G4	S1	E	
Coelorachis rugosa	Wrinkled Jointgrass	G5	S1	E	
Crassula aquatica	Pygmyweed	G5	SH	X	
Cuscuta polygonorum	Smartweed Dodder	G5	S1	E	
Cyperus dentatus	Toothed Sedge	G4	SH	X	
Cyperus plukenetii	Plukenet's Cyperus	G5	SH	X	
Cyperus retrofractus	Rough Cyperus	G5	S2		
Desmodium humifusum	Trailing Tick-trefoil	G1G2Q	SH	X	
Desmodium rigidum	Rigid Tick-trefoil	GNRQ	S1	E	
Desmodium strictum	Stiff Tick-trefoil	G4	S1	E	
Dichanthelium aciculare	Bristling Panicgrass	G4G5	SU		
Dichanthelium oligosanthes	Few-flowered Panicgrass	G5	S2S3		
Dichanthelium scabriusculum	Tall Swamp Panicgrass	G4	S1	E	
Dichanthelium wrightianum	Wright's Panicgrass	G4	S1	E	
Drosera capillaris	Pink Sundew	G5	S1	E	
Elatine minima	Small Waterwort	G5	S1	E	
Eleocharis albida	White Spikerush	G4G5	S2	T	
Eleocharis equisetoides	Knotted Spikerush	G4	S1	E	
Eleocharis robbinsii	Robbins' Spikerush	G4G5	S1	E	
Eleocharis rostellata	Beaked Spikerush	G5	S2?		
Elephantopus tomentosus	Tobaccoweed	G5	S1?	E	
Eriocaulon aquaticum	Seven-angled Pipewort	G5	S1	E	
Eriocaulon compressum	Flattened Pipewort	G5	S2		
Eriocaulon parkeri	Parker's Pipewort	G3	S2	T	
Eupatorium leucolepis	White-bracted Boneset	G5	S2S3	T	
Eurybia spectabilis	Showy Aster	G5	S1	E	
Fraxinus profunda	Pumpkin Ash	G4	S2S3		
Fuirena pumila	Smooth Fuirena	G4	S2S3		
Gentiana villosa	Striped Gentian	G4	S1	E	
Geranium robertianum	Herb-robert	G5	S1		
Gratiola ramosa	Branching Hedge-hyssop	G4G5	SH	X	
Gymnopogon brevifolius	Broad-leaved Beardgrass	G5	S1	E	
Helianthemum bicknellii	Hoary Frostweed	G5	S1	E	
Hottonia inflata	Featherfoil	G4	S1	E	
Hypericum adpressum	Creeping St. John's-wort	G3	S1	E	
Hypericum denticulatum	Coppery St. John's-wort	G5	S2	T	
Iris prismatica	Slender Blue Flag	G4G5	S1	E	
Iris verna	Dwarf Iris	G5	S1	E	
Juncus militaris	Bayonet Rush	G4	SH	X	
Juncus pelocarpus	Brown-fruited Rush	G5	S1	E	
Juncus torreyi	Torrey's Rush	G5	S1	E	
Linum intercursum	Sandplain Flax	G4	S2	T	
Litsea aestivalis	Pondspice	G3	S1	E	
Lobelia canbyi	Canby's Lobelia	G4	S1	E	
Ludwigia hirtella	Hairy Ludwigia	G5	S1	E	
Lycopus amplexans	Sessile-leaved Water-horehound	G5	S1	E	
Lygodium palmatum	Climbing Fern	G4	S2	T	
Lysimachia hybrida	Lowland Loosestrife	G5	S2	T	
Mecardonia acuminata	Erect Water-hyssop	G5	S1	E	
Micranthemum micranthemoides	Nuttall's Micranthemum	GH	SH	X	
Minuartia caroliniana	Carolina Sandwort	G5	S1	E	
Morella caroliniensis	Evergreen Bayberry	G5	S1	E	
Myriophyllum heterophyllum	Broadleaf Water-milfoil	G5	S1		

City of Salisbury Comprehensive Plan



Scientific Name	Common Name	Global Rank	State Rank	State Status	Federal Status
Myriophyllum tenellum	Slender Water-milfoil	G5	SH	X	
Najas gracillima	Thread-like Naiad	G5?	SU	X	
Nymphoides aquatica	Larger Floating-heart	G5	S1	E	
Nymphoides cordata	Floating-heart	G5	S1	E	
Onosmodium virginianum	Virginia False-gromwell	G4	S1	E	
Paspalum dissectum	Walter's Paspalum	G4?	S2	T	
Passiflora incarnata	Purple Passionflower	G5	SU		
Pedicularis lanceolata	Swamp Lousewort	G5	S1	E	
Plantago pusilla	Slender Plantain	G5	SH	X	
Platanthera blephariglottis	White Fringed Orchid	G4G5	S2	T	
Platanthera flava	Pale Green Orchid	G4	S2		
Polygala cruciata	Cross-leaved Milkwort	G5	S2	T	
Polygala incarnata	Pink Milkwort	G5	S2S3		
Polygonum robustius	Stout Smartweed	G4G5	S1?	X	
Potamogeton pusillus	Slender Pondweed	G5	S1		
Prenanthes autumnalis	Slender Rattlesnake-root	G4G5	S1	E	
Rhynchosia tomentosa	Hairy Snoutbean	G5	S2	T	
Rhynchospora globularis	Grass-like Beakrush	G5?	S1	E	
Rhynchospora harperi	Harper's Beakrush	G4?	S1	T	
Rhynchospora inundata	Drowned Hornedrush	G3G4	S1	E	
Rhynchospora microcephala	Tiny-headed Beakrush	G5	S2S3		
Rhynchospora nitens	Short-beaked Baldrush	G4?	S1	E	
Rhynchospora pallida	Pale Beakrush	G3	SH	X	
Rhynchospora rariflora	Few-flowered Beakrush	G5	S1	X	
Rhynchospora scirpoides	Long-beaked Baldrush	G4	S2	T	
Rhynchospora torreyana	Torrey's Beakrush	G4	S2	T	
Sabatia campanulata	Slender Marsh Pink	G5	S1	E	
Saccharum alopecuroidum	Woolly Beardgrass	G5	S1?		
Sacciolepis striata	Sacciolepis	G5	S1	E	
Sagittaria calycina	Spongy Lophotocarpus	G5	S2		
Sagittaria engelmanniana	Engelmann's Arrowhead	G5?	S2	T	
Sarracenia purpurea	Northern Pitcher-plant	G5	S2	T	
Schoenoplectus etuberculatus	Canby's Bulrush	G3G4	S1	E	
Schoenoplectus smithii	Smith's Clubrush	G5?	SU	X	
Schoenoplectus subterminalis	Water Clubrush	G4G5	S1	E	
Scleria minor	Slender Nutrush	G4	S1	E	
Scleria nitida	Shining Nutrush	GNR	S1	E	
Scleria reticularis	Reticulated Nutrush	G4	S2		
Scleria triglomerata	Tall Nutrush	G5	S1S2		
Sclerolepis uniflora	Pink Bog-button	G4	S2	T	
Solidago speciosa	Showy Goldenrod	G5	S2	T	
Sorghastrum elliottii	Long-bristled Indian-grass	G5	S1	E	
Spiranthes odorata	Sweet-scented Ladys' Tresses	G5	SH	X	
Stachys aspera	Rough Hedge-nettle	G4?	S1	E	
Tephrosia spicata	Southern Goat's Rue	G4G5	S1	E	
Triadenum tubulosum	Large Marsh St. John's-wort	G4?	S1		
Trichostema setaceum	Narrow-leaved Bluecurls	G5	S1		
Triglochin striata	Three-ribbed Arrow-grass	G5	S1	E	
Utricularia cornuta	Horned Bladderwort	G5	SH		
Utricularia fibrosa	Fibrous Bladderwort	G4G5	S1	E	
Utricularia purpurea	Purple Bladderwort	G5	S1	T	
Utricularia resupinata	Reversed Bladderwort	G4	S1	E	
Wolffia punctata	Dotted Water-meal	G5	S2		
Xyris fimbriata	Fringed Yelloweyed-grass	G5	S1	E	
Xyris smalliana	Small's Yelloweyed-grass	G5	S1	E	

** This report represents a compilation of information in the Wildlife and Heritage Service's Biological and Conservation Data system as of the date*



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APPENDIX 2: RTE SPECIES- EXPLANATION OF RANK AND STATUS CODES

EXPLANATION OF RANK AND STATUS CODES

December 20, 2007

The global and state ranking system is used by all 50 state Natural Heritage Programs and numerous Conservation Data Centers in other countries in this hemisphere. Because they are assigned based upon standard criteria, the ranks can be used to assess the range-wide status of a species as well as the status within portions of the species' range. The primary criterion used to define these ranks is the number of known distinct occurrences with consideration given to the total number of individuals at each locality. Additional factors considered include the current level of protection, the types and degree of threats, ecological vulnerability, and population trends. Global and state ranks are used in combination to set inventory, protection, and management priorities for species both at the state as well as regional level.

GLOBAL RANK

- G1 Highly globally rare. Critically imperiled globally because of extreme rarity (typically 5 or fewer estimated occurrences or very few remaining individuals or acres) or because of some factor(s) making it especially vulnerable to extinction.
- G2 Globally rare. Imperiled globally because of rarity (typically 6 to 20 estimated occurrences or few remaining individuals or acres) or because of some factor(s) making it very vulnerable to extinction throughout its range.
- G3 Either very rare and local throughout its range or distributed locally (even abundantly at some of its locations) in a restricted range (e.g., a single western state, a physiographic region in the East) or because of other factors making it vulnerable to extinction throughout its range; typically with 21 to 100 estimated occurrences.
- G4 Apparently secure globally, although it may be quite rare in parts of its range, especially at the periphery.
- G5 Demonstrably secure globally, although it may be quite rare in parts of its range, especially at the periphery.
- GH No known extant occurrences (i.e., formerly part of the established biota, with the expectation that it may be rediscovered).
- GNR The species has not yet been ranked.
- GU Possibly in peril range-wide, but its status is uncertain; more information is needed.
- GX Believed to be extinct throughout its range (e.g., passenger pigeon) with virtually no likelihood that it will be rediscovered.
- G? The species has not yet been ranked.
- _Q Species containing a "Q" in the rank indicates that the taxon is of questionable or uncertain taxonomic standing (i.e., some taxonomists regard it as a full species, while others treat it at an infraspecific level).
- _T Ranks containing a "T" indicate that the infraspecific taxon is being ranked differently than the full species.



STATE RANK

- S1 Highly State rare. Critically imperiled in Maryland because of extreme rarity (typically 5 or fewer estimated occurrences or very few remaining individuals or acres in the State) or because of some factor(s) making it especially vulnerable to extirpation. Species with this rank are actively tracked by the Natural Heritage Program.
- S2 State rare. Imperiled in Maryland because of rarity (typically 6 to 20 estimated occurrences or few remaining individuals or acres in the State) or because of some factor(s) making it vulnerable to becoming extirpated. Species with this rank are actively tracked by the Natural Heritage Program.
- S3 Rare to uncommon with the number of occurrences typically in the range of 21 to 100 in Maryland. It may have fewer occurrences but with a large number of individuals in some populations, and it may be susceptible to large-scale disturbances. Species with this rank are not actively tracked by the Natural Heritage Program.
- S3.1 A species that is actively tracked by the Natural Heritage Program because of the global significance of Maryland occurrences. For instance, a G3 S3 species is globally rare to uncommon, and although it may not be currently threatened with extirpation in Maryland, its occurrences in Maryland may be critical to the long term security of the species. Therefore, its status in the State is being monitored.
- S4 Apparently secure in Maryland with typically more than 100 occurrences in the State or may have fewer occurrences if they contain large numbers of individuals. It is apparently secure under present conditions, although it may be restricted to only a portion of the State.
- S5 Demonstrably secure in Maryland under present conditions.
- SA Accidental or considered to be a vagrant in Maryland.
- SE Established, but not native to Maryland; it may be native elsewhere in North America.
- SH Historically known from Maryland, but not verified for an extended period (usually 20 or more years), with the expectation that it may be rediscovered.
- SP Potentially occurring in Maryland or likely to have occurred in Maryland (but without persuasive documentation).
- SR Reported from Maryland, but without persuasive documentation that would provide a basis for either accepting or rejecting the report (e.g., no voucher specimen exists).
- SRF Reported falsely (in error) from Maryland, and the error may persist in the literature.
- SU Possibly rare in Maryland, but of uncertain status for reasons including lack of historical records, low search effort, cryptic nature of the species, or concerns that the species may not be native to the State. Uncertainty spans a range of 4 or 5 ranks as defined above.
- SX Believed to be extirpated in Maryland with virtually no chance of rediscovery.
- SYN Currently considered synonymous with another taxon and, therefore, not a valid entity.
- SZ A migratory animal which does not inhabit specific locations for long periods of time.

- S? The species has not yet been ranked.
- B This animal species is migratory and the rank refers only to the breeding status of the species. Such a migrant may have a different rarity rank for non-breeding populations.
- N This animal species is migratory and the rank refers only to the non-breeding status of the species. Such a migrant may have a different rarity rank for breeding populations.

STATE STATUS

This is the status of a species as determined by the Maryland Department of Natural Resources, in accordance with the Nongame and Endangered Species Conservation Act. Definitions for the following categories have been taken from Code of Maryland Regulations (COMAR) 08.03.08.

- E Endangered; a species whose continued existence as a viable component of the State's flora or fauna is determined to be in jeopardy.
- I In Need of Conservation; an animal species whose population is limited or declining in the State such that it may become threatened in the foreseeable future if current trends or conditions persist.
- T Threatened; a species of flora or fauna which appears likely, within the foreseeable future, to become endangered in the State.
- X Endangered Extirpated; a species that was once a viable component of the flora or fauna of the State, but for which no naturally occurring populations are known to exist in the State.
- * A qualifier denoting the species is listed in a limited geographic area only.
- PE Proposed Endangered; a species whose continued existence as a viable component of the State's flora or fauna is determined to be in jeopardy.
- PT Proposed Threatened; a species of flora or fauna which appears likely, within the foreseeable future, to become endangered in the State.
- PX Proposed Endangered Extirpated; a species that was once a viable component of the flora or fauna of the State, but for which no naturally occurring populations are known to exist in the State.
- PD Proposed to be deleted or removed from the State Threatened & Endangered Species list.

FEDERAL STATUS

This is the status of a species as determined by the U.S. Fish and Wildlife Service's Office of Endangered Species, in accordance with the Endangered Species Act. Definitions for the following categories have been modified from 50 CRF 17.

- LE Taxa listed as endangered; in danger of extinction throughout all or a significant portion of their range.
- LT Taxa listed as threatened; likely to become endangered within the foreseeable future throughout all or a significant portion of their range.
- PE Taxa proposed to be listed as endangered.



- PT Taxa proposed to be listed as threatened.
- C Candidate taxa for listing for which the Service has on file enough substantial information on biological vulnerability and threat(s) to support proposals to list them as endangered or threatened.

APPENDIX 3: GREEN INFRASTRUCTURE HUB CHARACTERISTICS

Hub	Composite Ecological Percentile ¹	Acres of...					Number of...			Miles of Streams in Interior Forest	Different Wetland Types ²
		Total Land	Natural Heritage Areas	Wetlands of Special State Concern	Upland Forest	Wetlands	Late-Successional Vegetation Alliances	Interior Forest	Rare Species Occurrences		
505 ³	0	194,650	9,682	11,549	31,758	112,795	91,072	36,687	123	14.2	136
485 ³	2	18,490	4,547	4,374	5,915	6,505	5,513	5,120	40	15.8	39
599 ⁶	2	75,528	3,205	4,031	39,172	23,365	18,444	34,442	116	63	49
575 ⁵	3	31,098	0	348	11,518	12,021	12,178	7,636	20	1.5	44
467 ³	4	14,581	667	894	7,849	3,205	4,625	5,056	18	4.5	19
579 ⁴	5	27,710	0	1,573	18,175	5,869	10,741	12,954	150	18.2	31
586 ⁴	7	15,310	0	274	7,675	4,674	5,113	8,161	14	10.9	18
562 ⁴	9	9,166	0	180	4,158	4,035	3,881	5,348	7	9.5	10
527 ⁴	12	8,596	0	497	2,031	5,361	3,067	4,929	10	3.3	9
564	13	7,354	0	8	4,775	1,275	2,193	1,889	28	5.9	19
539	15	6,000	0	13	2,011	495	759	3,075	7	4.9	11
514	20	1,903	0	25	1,351	293	513	414	13	0.8	6
577	22	6,928	0	0	3,940	1,934	2,257	2,701	3	0.5	11
553	30	4,407	0	0	2,873	963	1,197	2,188	0	6.6	15
533	32	1,107	0	66	601	202	405	274	3	2.5	6
543	35	1,418	0	52	1,012	125	349	510	2	3.3	3
560	38	532	0	0	406	87	226	285	2	0.9	6
509	45	607	2	50	221	121	126	32	17	0.3	5
596	49	603	0	0	567	13	101	340	3	0.1	2
597	75	176	0	0	22	110	105	0	0	0	4
532	86	215	0	0	167	1	47	66	0	0.4	1
590	91	207	0	0	159	15	45	37	0	0.5	2
587	93	242	0	0	153	29	35	48	0	0.7	2
531	98	250	0	0	143	14	29	30	0	0.2	2
542	100	164	0	0	114	0	26	19	0	0.1	1

0 = most sensitive, 100 = least sensitive
as identified in the National Wetlands Inventory (NWI)
lies in Wicomico and Dorchester Counties
lies in Wicomico and Worcester Counties
lies in Wicomico and Somerset Counties
lies in Wicomico, Worcester, and Somerset Counties
Wicomico County LLPRP Plan



APPENDIX 4: NUTRIENT LOADING ANALYSIS

SCENARIO TABLES

WICOMICO RIVER HEAD
CITY of SALISBURY

Scenario 1

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	46	46	0
Medium Density	354	905	551
High Density	73	240	167
Commercial/Industrial	1,220	1,833	613
Agriculture*	620	69	-551
Forest/Wetlands	874	94	-780
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,364	0

Scenario 2

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	46	46	0
Medium Density	354	627	273
High Density	73	156	83
Commercial/Industrial	1,220	1,523	303
Agriculture*	620	348	-272
Forest/Wetlands	874	489	-385
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,366	2

Scenario 3

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	46	46	0
Medium Density	354	518	164
High Density	73	123	50
Commercial/Industrial	1,220	1,401	181
Agriculture*	620	457	-163
Forest/Wetlands	874	643	-231
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,365	1

* Agriculture is made up of Cropland, Pasture, Orchards, Feeding Operations, Agricultural Buildings, and Row & Garden Crops
** Other land uses include Institutional, Extractive, Open Urban, Beaches, Bare Rock and Bare Ground.

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	1,693	3,024	1,331
Agriculture*	620	69	-551
Forest	874	94	-780
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,364	0
Residential Septic (EDUs)	16	73	57
Non-Residential Septic (EDUs)	71	71	0

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	1,693	2,351	658
Agriculture*	620	348	-272
Forest	874	489	-385
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,365	1
Residential Septic (EDUs)	1,085	16	-1,069
Non-Residential Septic (EDUs)	30	73	43

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	1,693	2,088	395
Agriculture*	620	457	-163
Forest	874	643	-231
Water	7	7	0
Other**	170	170	0
Total Area	3,364	3,365	1
Residential Septic (EDUs)	1,085	8	-1,077
Non-Residential Septic (EDUs)	30	71	41

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	10,053	17,976	7,923
Agriculture	5,392	597	-4,795
Forest	1,224	132	-1,092
Water	7	0	-7
Other**	1,025	1,025	0
Total Terrestrial Load	17,701	19,730	2,029
Residential Septic (EDUs)	154	660	506
Non-Residential Septic (EDUs)	245	231	-14
Total Septic Load	399	891	492
Total NPS Nitrogen Load	18,100	20,621	2,521

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	10,053	13,969	3,916
Agriculture	5,392	3,022	-2,370
Forest	1,224	684	-540
Water	0	0	0
Other**	1,025	1,025	0
Total Terrestrial Load	17,694	18,700	1,006
Residential Septic (EDUs)	154	145	-9
Non-Residential Septic (EDUs)	245	234	-11
Total Septic Load	399	379	-20
Total NPS Nitrogen Load	18,093	19,079	986

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	10,053	12,402	2,349
Agriculture	5,392	3,970	-1,422
Forest	1,224	900	-324
Water	0	0	0
Other**	1,025	1,025	0
Total Terrestrial Load	17,694	18,297	603
Residential Septic (EDUs)	154	72	-82
Non-Residential Septic (EDUs)	245	231	-14
Total Septic Load	399	303	-96
Total NPS Nitrogen Load	18,093	18,600	507

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	676	1,208	532
Agriculture	572	48	-524
Forest	17	2	-15
Water	0	0	0
Other**	69	69	0
Total NPS Phosphorus Load	1,334	1,327	-7

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	676	939	263
Agriculture	572	313	-259
Forest	17	10	-7
Water	0	0	0
Other**	69	69	0
Total NPS Phosphorus Load	1,334	1,331	-3

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	676	834	158
Agriculture	572	416	-156
Forest	17	13	-4
Water	0	0	0
Other**	69	69	0
Total NPS Phosphorus Load	1,334	1,332	-2

LOWER WICOMICO RIVER
CITY of SALISBURY

Scenario 1

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	195	195	0
Medium Density	1,074	1,564	490
High Density	462	621	159
Commercial/Industrial	1,172	1,702	530
Agriculture*	889	12	-877
Forest/Wetlands	667	365	-302
Water	57	57	0
Other**	562	562	0
Total Area	5,078	5,078	0

Scenario 2

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	195	195	0
Medium Density	1,074	1,316	242
High Density	462	541	79
Commercial/Industrial	1,172	1,434	262
Agriculture*	889	307	-582
Forest/Wetlands	667	667	0
Water	57	57	0
Other**	562	562	0
Total Area	5,078	5,079	1

Scenario 3

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	195	195	0
Medium Density	1,074	1,219	145
High Density	462	509	47
Commercial/Industrial	1,172	1,329	157
Agriculture*	889	540	-349
Forest/Wetlands	667	667	0
Water	57	57	0
Other**	562	170	-392
Total Area	5,078	4,686	-392

* Agriculture is made up of Cropland, Pasture, Orchards, Feeding Operations, Agricultural Buildings, and Row & Garden Crops
** Other land uses include Institutional, Extractive, Open Urban, Beaches, Bare Rock and Bare Ground.

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,904	4,082	1,178
Agriculture*	889	12	-877
Forest	667	365	-302
Water	57	57	0
Other**	562	562	0
Total Area	5,079	5,078	-1
Residential Septic (EDUs)	124	263	139
Non-Residential Septic (EDUs)	36	35	-1

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,904	3,486	582
Agriculture*	889	307	-582
Forest	667	667	0
Water	57	57	0
Other**	562	562	0
Total Area	5,079	5,079	0
Residential Septic (EDUs)	727	124	-603
Non-Residential Septic (EDUs)	39	35	-4

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,904	3,253	349
Agriculture*	889	540	-349
Forest	667	667	0
Water	57	57	0
Other**	562	562	0
Total Area	5,079	5,079	0
Residential Septic (EDUs)	727	31	-696
Non-Residential Septic (EDUs)	39	35	-4

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	17,310	24,324	7,014
Agriculture	7,717	134	-7,583
Forest	934	511	-423
Water	0	0	0
Other**	3,380	3,380	0
Total Terrestrial Load	29,341	28,349	-992
Residential Septic (EDUs)	1,192	2,378	1,186
Non-Residential Septic (EDUs)	122	113	-9
Total Septic Load	1,314	2,491	1,177
Total NPS Nitrogen Load	30,655	30,840	185

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	17,310	20,777	3,467
Agriculture	7,717	2,695	-5,022
Forest	934	934	0
Water	0	0	0
Other**	3,380	3,380	0
Total Terrestrial Load	29,341	27,786	-1,555
Residential Septic (EDUs)	1,192	1,121	-71
Non-Residential Septic (EDUs)	122	113	-9
Total Septic Load	1,314	1,234	-80
Total NPS Nitrogen Load	30,655	29,020	-1,635

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	17,310	19,391	2,081
Agriculture	7,717	4,722	-2,995
Forest	934	934	0
Water	0	0	0
Other**	3,380	3,380	0
Total Terrestrial Load	29,341	28,427	-914
Residential Septic (EDUs)	1,192	280	-912
Non-Residential Septic (EDUs)	122	113	-9
Total Septic Load	1,314	393	-921
Total NPS Nitrogen Load	30,655	28,820	-1,835

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,164	1,635	471
Agriculture	823	18	-805
Forest	13	7	-6
Water	0	0	0
Other**	227	227	0
Total NPS Phosphorus Load	2,227	1,887	-340

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,164	1,397	233
Agriculture	823	298	-525
Forest	13	13	0
Water	0	0	0
Other**	227	227	0
Total NPS Phosphorus Load	2,227	1,935	-292

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,164	1,304	140
Agriculture	823	519	-304
Forest	13	13	0
Water	0	0	0
Other**	227	227	0
Total NPS Phosphorus Load	2,227	2,063	-164

**WICOMICO RIVER HEAD
Municipal Growth Area**

Scenario 1

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	1,312	1,911	599
Medium Density	792	953	161
High Density	18	18	0
Commercial/Industrial	403	419	16
Agriculture*	2,151	1,376	-775
Forest/Wetlands	1,204	1,204	0
Water	162	162	0
Other**	211	212	1
Total Area	6,253	6,255	2

Scenario 2

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	1,312	1,312	0
Medium Density	792	953	161
High Density	18	250	232
Commercial/Industrial	403	403	0
Agriculture*	2,151	1,759	-392
Forest/Wetlands	1,204	1,204	0
Water	162	162	0
Other**	211	212	1
Total Area	6,253	6,255	2

Scenario 3

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	1,312	1,312	0
Medium Density	792	889	97
High Density	18	158	140
Commercial/Industrial	403	403	0
Agriculture*	2,151	1,759	-392
Forest/Wetlands	1,204	1,361	157
Water	162	162	0
Other**	211	212	1
Total Area	6,253	6,256	3

* Agriculture is made up of Cropland, Pasture, Orchards, Feeding Operations, Agricultural Buildings, and Row & Garden Crops
 ** Other land uses include Institutional, Extractive, Open Urban, Beaches, Bare Rock and Bare Ground.

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,526	3,301	775
Agriculture*	2,151	1,376	-775
Forest	1,204	1,204	0
Water	162	162	0
Other**	211	212	1
Total Area	6,254	6,255	1
Residential Septic (EDUs)	2,450	1,499	-951
Non-Residential Septic (EDUs)	65	464	399

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,526	2,918	392
Agriculture*	2,151	1,759	-392
Forest	1,204	1,204	0
Water	162	162	0
Other**	211	212	1
Total Area	6,254	6,255	1
Residential Septic (EDUs)	1,367	1,859	492
Non-Residential Septic (EDUs)	65	464	399

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	2,526	2,761	235
Agriculture*	2,151	1,759	-392
Forest	1,204	1,361	157
Water	162	162	0
Other**	211	212	1
Total Area	6,254	6,255	1
Residential Septic (EDUs)	1,367	1,859	492
Non-Residential Septic (EDUs)	65	464	399

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	15,202	19,888	4,686
Agriculture	18,751	12,008	-6,743
Forest	1,685	1,685	0
Water	0	0	0
Other**	1,278	1,278	0
Total Terrestrial Load	36,916	34,859	-2,057
Residential Septic (EDUs)	23,551	13,551	-10,000
Non-Residential Septic (EDUs)	1,590	1,495	-95
Total Septic Load	25,141	15,046	-10,095
Total NPS Nitrogen Load	62,057	49,905	-12,152

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	15,202	17,553	2,351
Agriculture	18,751	15,336	-3,415
Forest	1,685	1,685	0
Water	0	0	0
Other**	1,278	1,278	0
Total Terrestrial Load	36,916	35,852	-1,064
Residential Septic (EDUs)	23,551	16,805	-6,746
Non-Residential Septic (EDUs)	1,590	1,495	-95
Total Septic Load	25,141	18,300	-6,841
Total NPS Nitrogen Load	62,057	54,152	-7,905

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	15,202	16,613	1,411
Agriculture	18,751	15,336	-3,415
Forest	1,685	1,905	220
Water	0	0	0
Other**	1,278	1,278	0
Total Terrestrial Load	36,916	35,132	-1,784
Residential Septic (EDUs)	23,551	16,805	-6,746
Non-Residential Septic (EDUs)	1,590	1,495	-95
Total Septic Load	25,141	18,300	-6,841
Total NPS Nitrogen Load	62,057	53,432	-8,625

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,022	1,337	315
Agriculture	1,991	1,255	-736
Forest	24	24	0
Water	0	0	0
Other**	86	86	0
Total NPS Phosphorus Load	3,123	2,702	-421

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,022	1,180	158
Agriculture	1,991	1,618	-373
Forest	24	24	0
Water	0	0	0
Other**	86	86	0
Total NPS Phosphorus Load	3,123	2,908	-215

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	1,022	1,117	95
Agriculture	1,991	1,618	-373
Forest	24	27	3
Water	0	0	0
Other**	86	86	0
Total NPS Phosphorus Load	3,123	2,848	-275

LOWER WICOMICO RIVER
CITY OF SALISBURY

Scenario 1

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	3,698	3,931	233
Medium Density	1,487	2,355	868
High Density	207	207	0
Commercial/Industrial	425	484	59
Agriculture*	5,405	4,118	-1,287
Forest/Wetlands	3,597	3,597	0
Water	729	729	0
Other**	852	978	126
Total Area	16,398	16,398	-1

Scenario 2

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	3,698	3,698	0
Medium Density	1,487	2,355	868
High Density	207	748	541
Commercial/Industrial	425	549	124
Agriculture*	5,405	3,604	-1,801
Forest/Wetlands	3,597	3,597	0
Water	729	729	0
Other**	852	1,119	267
Total Area	16,400	16,399	-1

Scenario 3

Land Use (acres) by Generalized Land Use/Land Cover

Land Use/Cover	Initial (acres)	Future (acres)	Change (acres)
Low Density	3,698	3,698	0
Medium Density	1,487	2,008	521
High Density	207	531	324
Commercial/Industrial	425	500	75
Agriculture*	5,405	3,604	-1,801
Forest/Wetlands	3,597	4,317	720
Water	729	729	0
Other**	852	1,012	160
Total Area	16,400	16,399	-1

* Agriculture is made up of Cropland, Pasture, Orchards, Feeding Operations, Agricultural Buildings, and Row & Garden Crops
** Other land uses include Institutional, Extractive, Open Urban, Beaches, Bare Rock and Bare Ground.

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	5,817	6,976	1,159
Agriculture*	5,405	4,118	-1,287
Forest	3,597	3,597	0
Water	729	729	0
Other**	852	978	126
Total Area	16,400	16,398	-2
Residential Septic (EDUs)	4,502	3,447	-1,055
Non-Residential Septic (EDUs)	281	281	0

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	5,817	7,350	1,533
Agriculture*	5,405	3,604	-1,801
Forest	3,597	3,597	0
Water	729	729	0
Other**	852	1,119	267
Total Area	16,400	16,399	-1
Residential Septic (EDUs)	4,138	4,402	264
Non-Residential Septic (EDUs)	363	281	-82

Land Use Area Summary

Land Use/Cover	Initial (Acres)	Future (Acres)	Change (acres)
Development	5,817	6,736	919
Agriculture*	5,405	3,604	-1,801
Forest	3,597	4,317	720
Water	729	729	0
Other**	852	1,012	160
Total Area	16,400	16,398	-2
Residential Septic (EDUs)	4,138	4,402	264
Non-Residential Septic (EDUs)	363	281	-82

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	35,088	42,066	6,978
Agriculture	46,966	35,772	-11,194
Forest	5,035	5,035	0
Water	0	0	0
Other**	5,124	5,884	760
Total Terrestrial Load	92,213	88,757	-3,456
Residential Septic (EDUs)	43,276	31,161	-12,115
Non-Residential Septic (EDUs)	985	908	-77
Total Septic Load	44,261	32,069	-12,192
Total NPS Nitrogen Load	136,474	120,826	-15,648

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	35,088	44,273	9,185
Agriculture	46,966	31,300	-15,666
Forest	5,035	5,035	0
Water	0	0	0
Other**	5,124	6,728	1,604
Total Terrestrial Load	92,213	87,336	-4,877
Residential Septic (EDUs)	43,276	39,794	-3,482
Non-Residential Septic (EDUs)	965	908	-57
Total Septic Load	44,241	40,702	-3,539
Total NPS Nitrogen Load	136,454	128,038	-8,416

Nitrogen Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	35,088	40,598	5,510
Agriculture	46,966	31,300	-15,666
Forest	5,035	6,043	1,008
Water	0	0	0
Other**	5,124	6,087	963
Total Terrestrial Load	92,213	84,028	-8,185
Residential Septic (EDUs)	43,276	39,794	-3,482
Non-Residential Septic (EDUs)	965	908	-57
Total Septic Load	44,241	40,702	-3,539
Total NPS Nitrogen Load	136,454	124,730	-11,724

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	2,359	2,828	469
Agriculture	5,022	3,800	-1,222
Forest	72	72	0
Water	0	0	0
Other**	344	395	51
Total NPS Phosphorus Load	7,797	7,095	-702

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	2,359	2,976	617
Agriculture	5,022	3,312	-1,710
Forest	72	72	0
Water	0	0	0
Other**	344	452	108
Total NPS Phosphorus Load	7,797	6,812	-985

Phosphorus Loading Summary

Land Use/Cover	Initial (Lbs/Yr)	Future (Lbs/Yr)	Change (Lbs/Yr)
Development	2,359	2,729	370
Agriculture	5,022	3,312	-1,710
Forest	72	86	14
Water	0	0	0
Other**	344	409	65
Total NPS Phosphorus Load	7,797	6,536	-1,261



APPENDIX 5: NORTHWOOD INDUSTRIAL PARK INVENTORY

Site	Building size (sq. ft.)	Acreage
1 - MaTech - Naylor Mill Road	143,760	16.23
2 - K & L Microwave - Northwood Drive	60,821	8.08
3 - K & L Microwave - Northwood Drive	86,217	7.02
4 - UPS - Northwood Drive	23,798	10.43
5 - Blind Industries - Northwood Drive	23,520	6.31
6 - Coca-Cola - Goddard Parkway	79,696	14.23
7 - Roof Center - Marvel Road	61,500	5.80
8 - Spartech Polycom - Marvel Road	138,110	32.34
9 - Standard Register - Marvel Road	104,826	8.74
10 - Genevieve Real Estate	39,600	6.28
11 - Perdue Innovation Center - Industrial Parkway	22,750	5.15
12 - Plymouth Tube - Industrial Parkway	142,032	12.08
13 - Silverton Marine - Industrial Parkway	60,000	13.90
14 - Alpharma - Industrial Parkway	19,532	6.84
15 - Relcomm Tech. - Beam Street	22,729	4.34
16 - Delmarva Communications (Daily Times) - Beam St	49,227	10.81
Vacant		35.04
Total building area	1,078,118	203.62



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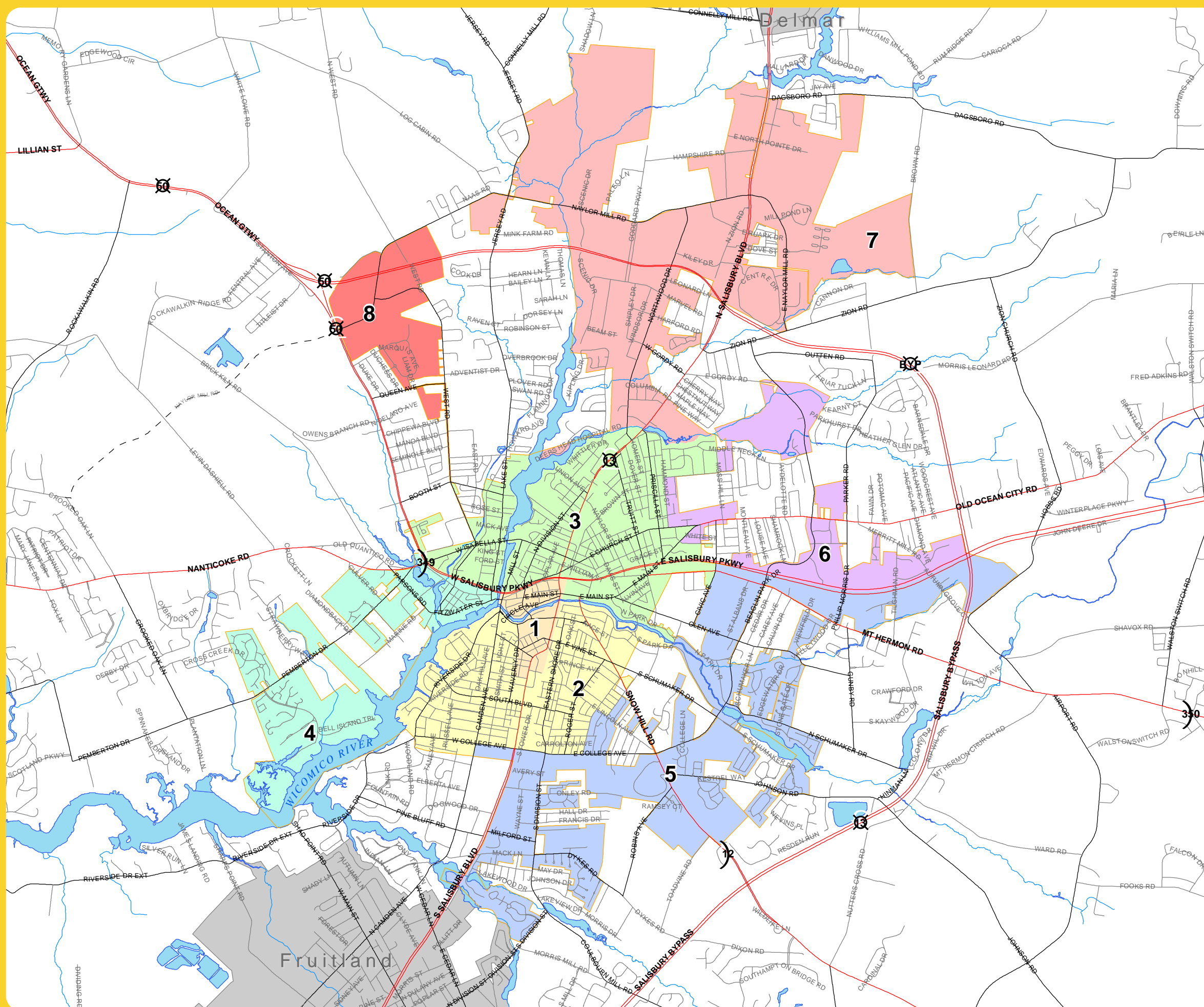
APPENDIX 6: PLANNING AREA 7 SHOPPING CENTER INVENTORY

Shopping Center	Location	Floor area (sq. ft.)	Acreage
Centre at Salisbury	U.S. Rt. 13 & Centre Road	917,896	79.00
North Pointe Plaza	U.S. Route 13 & N. Pointe Dr.	358,285	34.71
North Pointe Plaza II	U.S. Route 13 & N. Pointe Dr.	109,307	28.31
Boaters World	U.S. Route 13 North	16,210	1.38
Centre Square	U.S. Route 13 North	12,560	1.48
Discovery Zone Plaza	U.S. Route 13 North	21,000	2.69
The Commons	U.S. Route 13 & E. North Pt.	370,458	33.98
Mill Pond Plaza	E. Naylor Mill Road	52,162	5.81
Avalon Plaza	Dickerson Lane	34,373	4.16
Lord Salisbury Center	U.S. Route 13 North	113,768	20.00
Salisbury Promenade	U.S. Route 13 North	51,260	4.65
VP Shoes	E. Naylor Mill Road	34,229	5.00
Leonard Mill	U.S. Route 13 & Dagsboro Rd.	110,764	31.40
TOTALS		2,202,272	252.57

Specialty Retail			
Lowes	U.S. Rt. 13 & Naylor Mill Rd.	166,934	20.9
Gander Mountain	U.S. Route 13	60,000	7.71
Tractor Supply	E. North Pointe Drive	22,671	4.03
Toys R Us	E. Naylor Mill Road	49,242	7.54
TOTALS		298,847	40.18

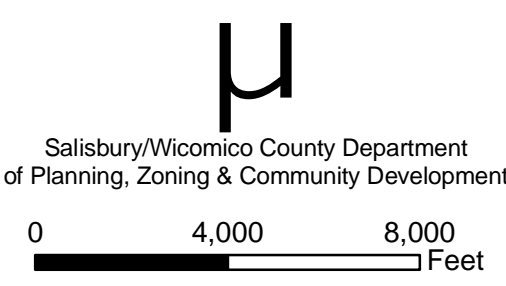


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- Major Roads
 - Minor Roads
 - Local Roads
 - - - Westside Collector
 - Streams
 - Waterbodies
 - Salisbury Corporate Limits
- Planning Area Boundaries**
- Planning Area 1
 - Planning Area 2
 - Planning Area 3
 - Planning Area 4
 - Planning Area 5
 - Planning Area 6
 - Planning Area 7
 - Planning Area 8

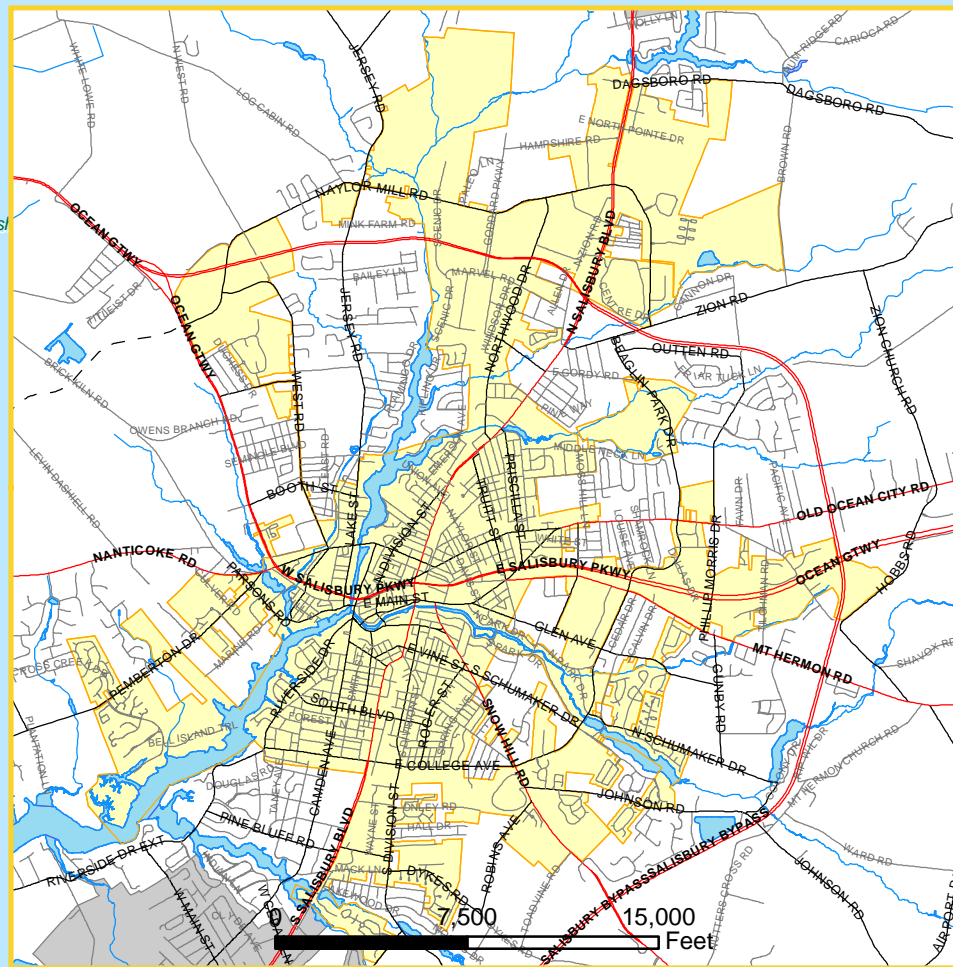
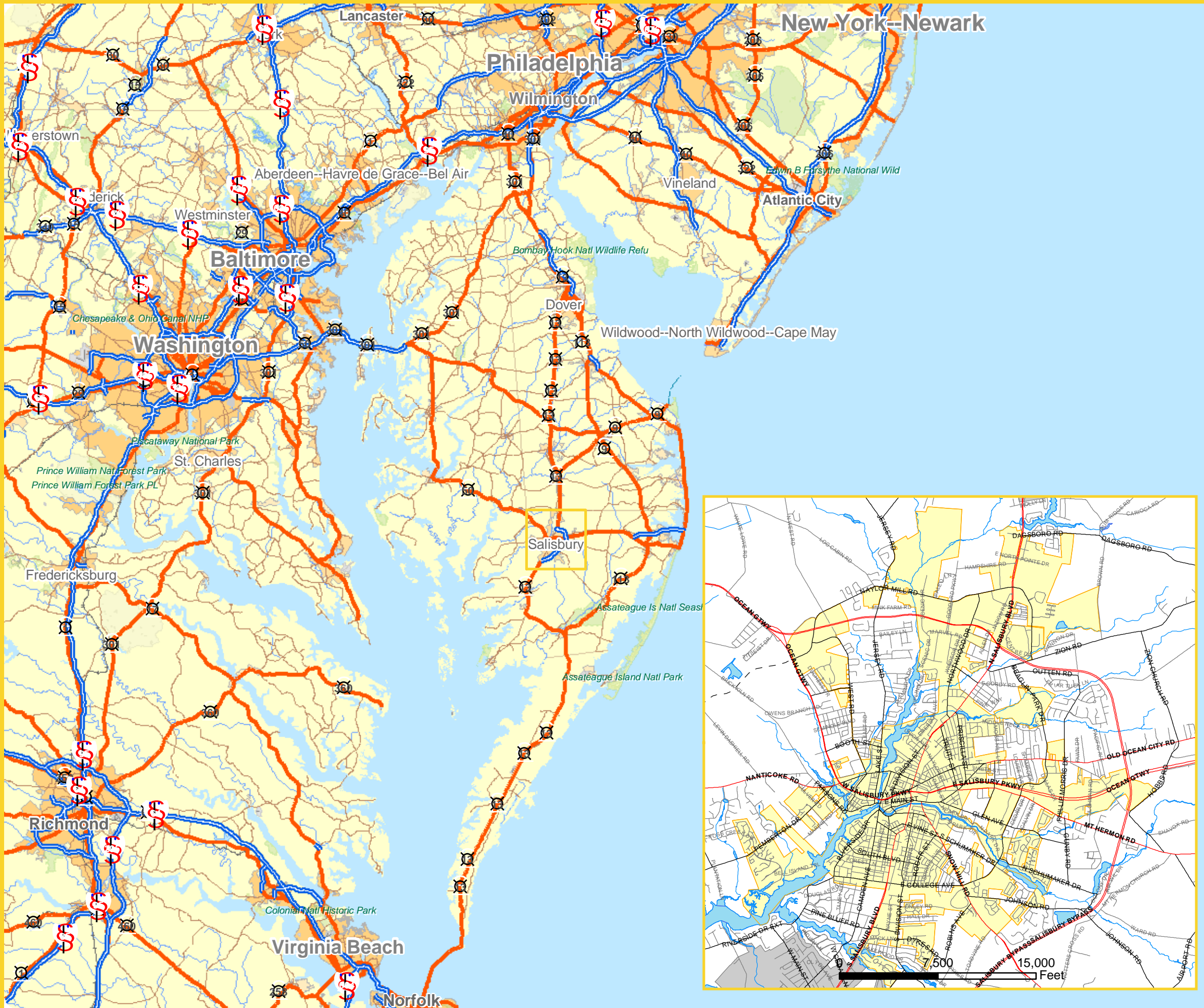
Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Map 1-1: Planning Areas



City of Salisbury, Maryland
2010 Comprehensive Plan



City of Salisbury
Comprehensive Plan

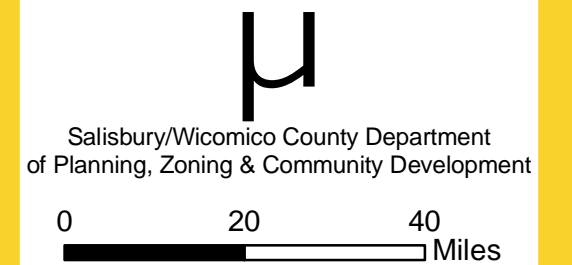
Map 3-1: Vicinity Map

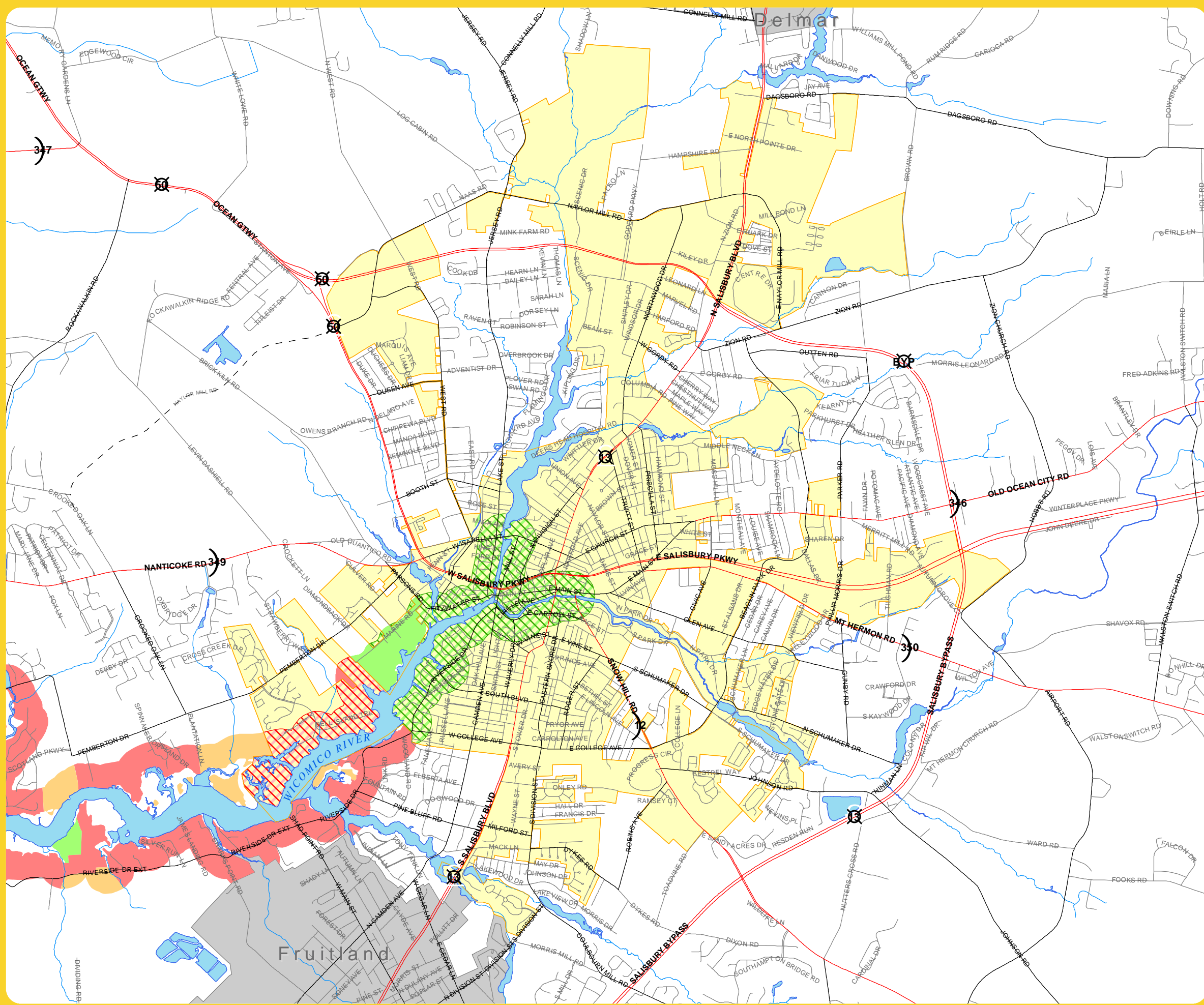


City of Salisbury, Maryland
2010 Comprehensive Plan

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development

*ESRI StreetMap USA

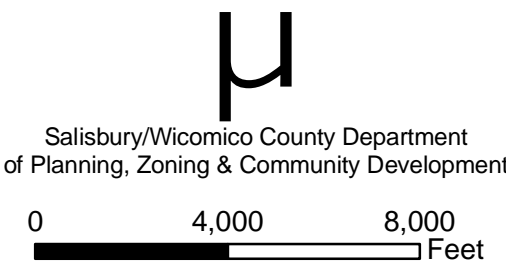




City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Salisbury Critical Area**
 - IDA
 - LDA
- Wicomico Critical Area**
 - IDA
 - LDA
 - RCA

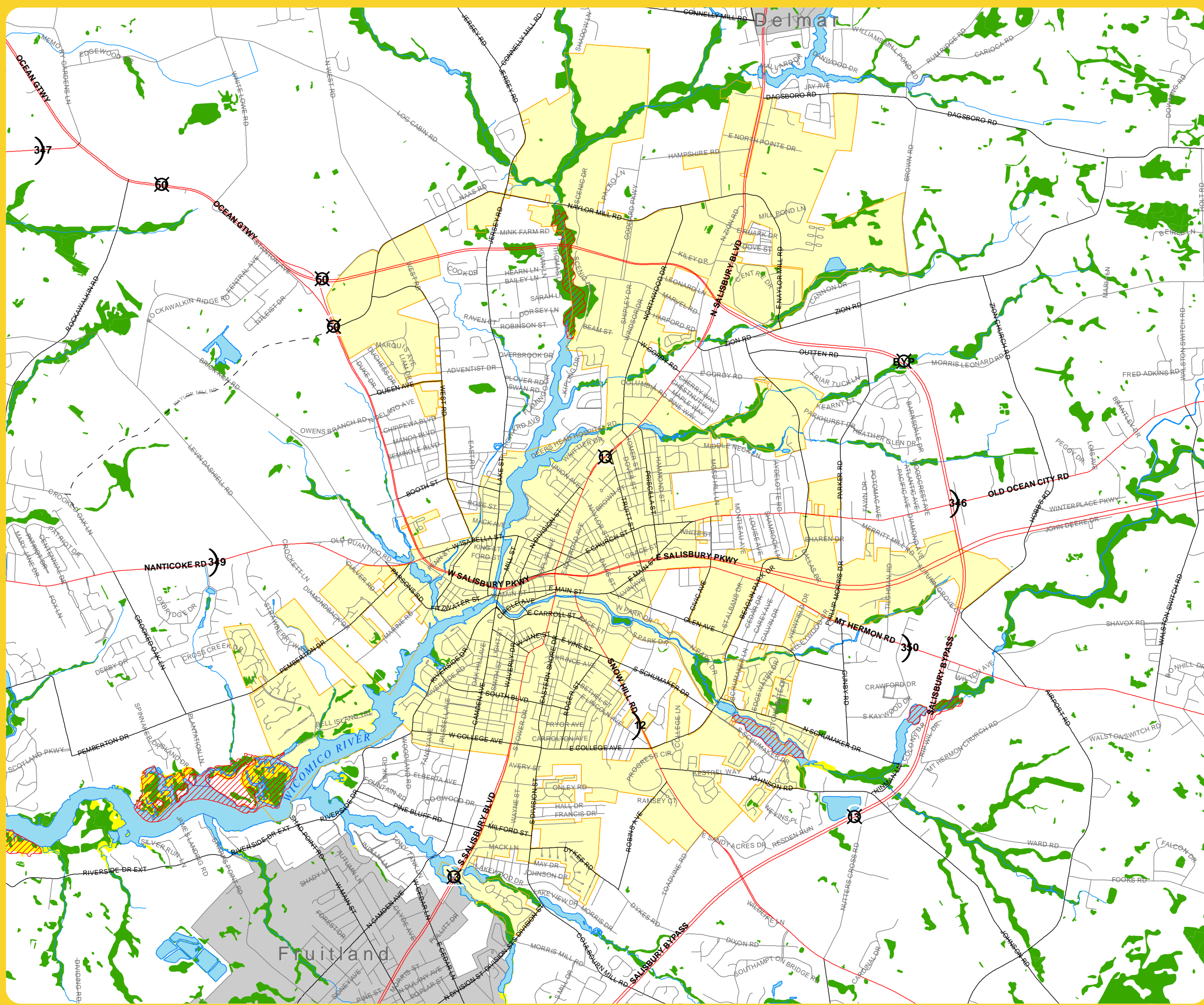
Sources:
 *Salisbury/Wicomico Department of Planning, Zoning & Community Development
 *CBCA - Maryland DNR (2001)



Map 4-1: Critical Area



Salisbury/Wicomico County Department of Planning, Zoning & Community Development

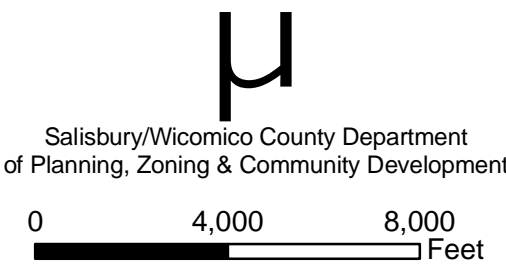


City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- WSSC
- DNR Wetlands Inventory**
- NON-TIDAL
- TIDAL

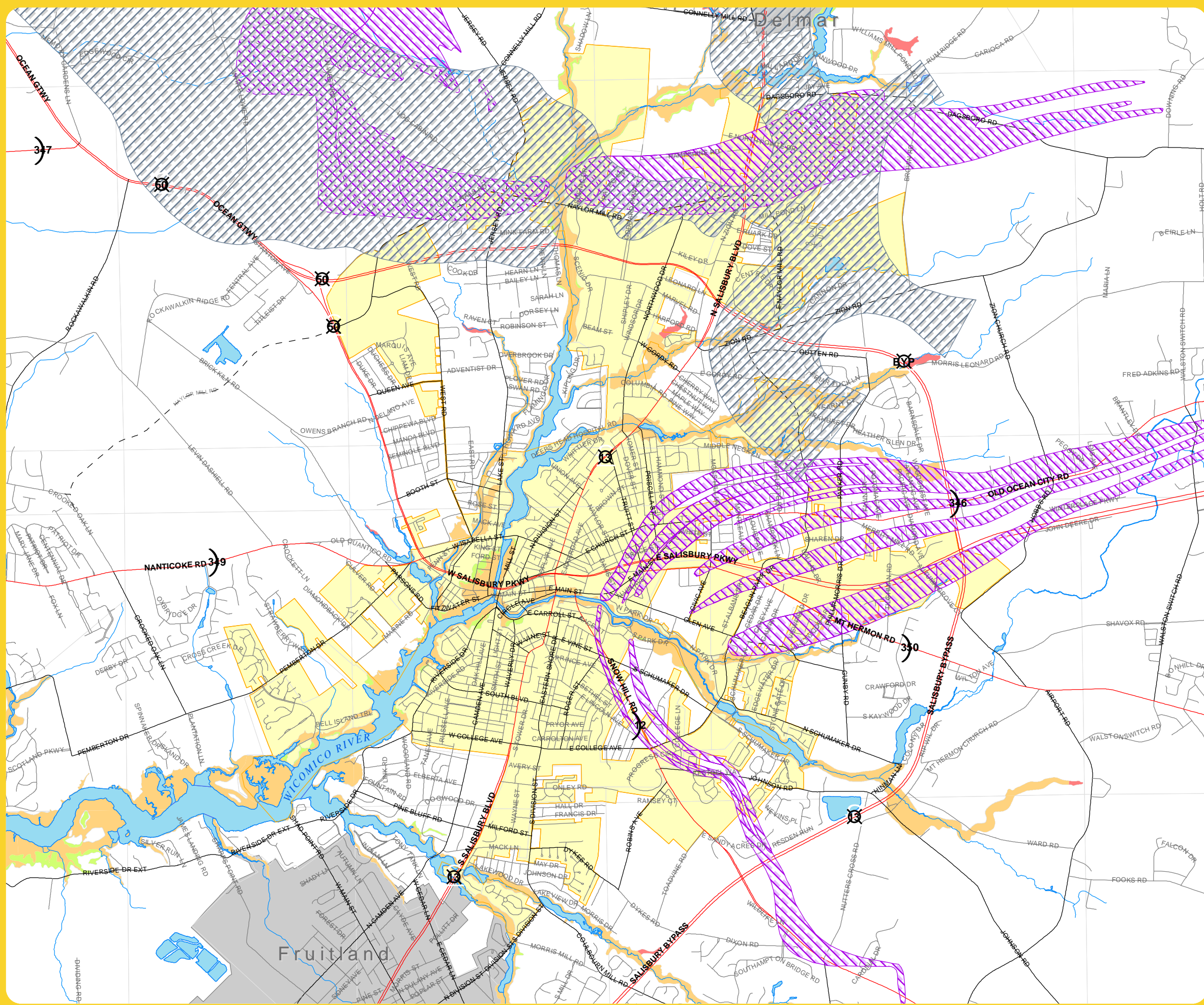
WSSC - Wetlands of Special State Concern

Sources:
 *Salisbury/Wicomico Department of Planning, Zoning & Community Development
 *WSSC - Maryland DNR (1998)
 *Wetlands - Maryland DNR (1993)



Map 4-2: Wetlands





City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Paleochannel
- Wellhead Protection Areas

FEMA Flood Zone

- X
- A
- AE
- X500

Zone X - Areas outside the 500 Year Floodplain. [Upland]

ZONE A - No base flood elevations determined. [100 Year Floodplain]

Zone AE- Base flood elevations determined. [100 Year Floodplain]

Zone X500 - Areas within the 500 Year Floodplain or areas of 100 Year Floods with average depths of less than 1 foot; or drainage areas less than 1 square mile. [500 Year Floodplain]

Sources:
 *Salisbury/Wicomico Department of Planning, Zoning & Community Development,
 *Floodplains - FEMA (1996)
 *Wellhead Protection Areas - MDE

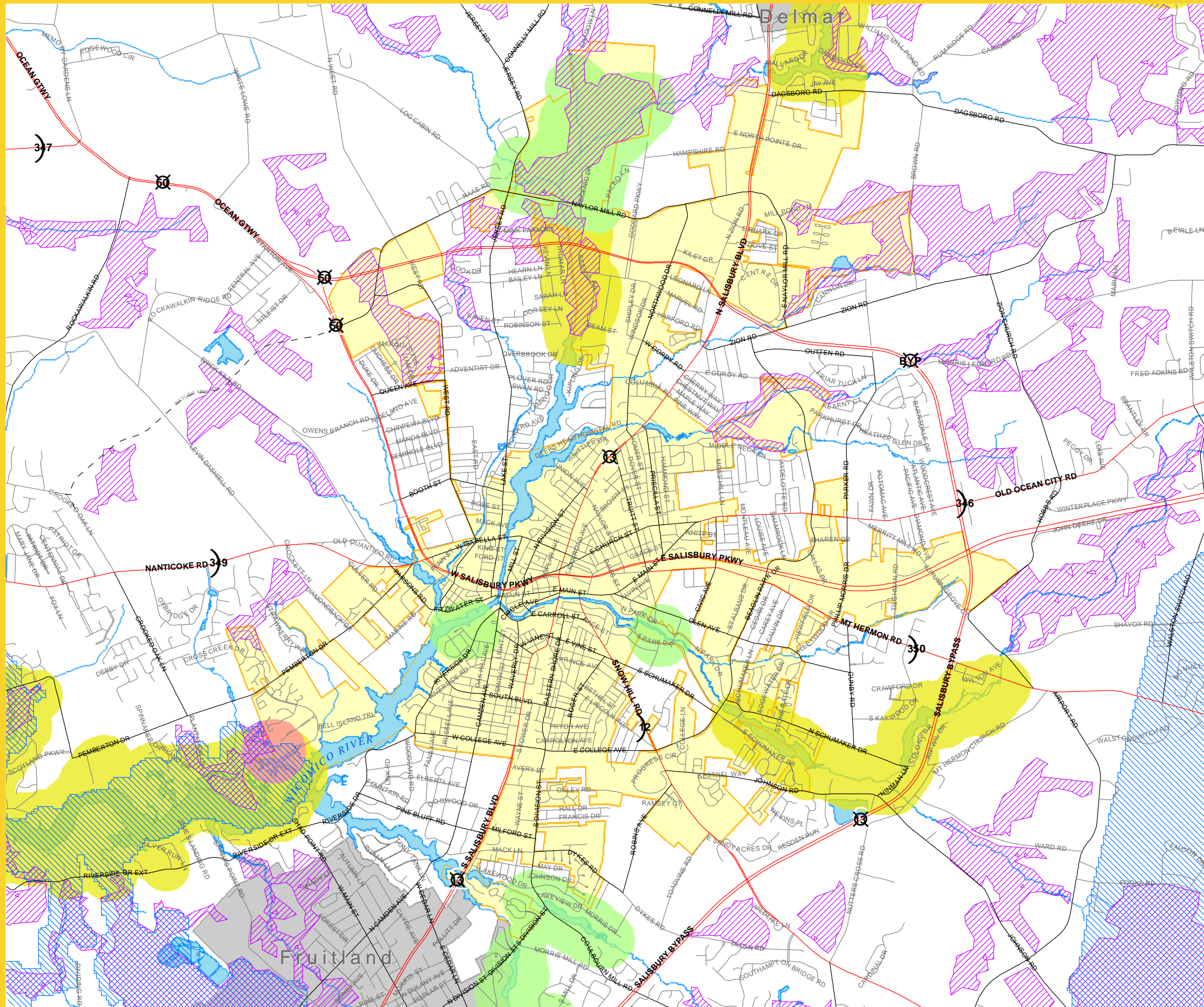
Salisbury/Wicomico County Department
of Planning, Zoning & Community Development

0 4,000 8,000
Feet

Map 4-3: Floodplains & Groundwater



**City of Salisbury, Maryland
2010 Comprehensive Plan**



- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Salisbury Corporate Limits
- Waterbodies
- Target Ecological Areas
- FIDS
- SSPRA**
- Federally Listed
- State Listed
- Other

SSPRA - Sensitive Species Project Review Areas

FIDS - Forest Interior Dwelling Species Potential Habitat

Sources:
*Salisbury/Wicomico Department of Planning, Zoning & Community Development

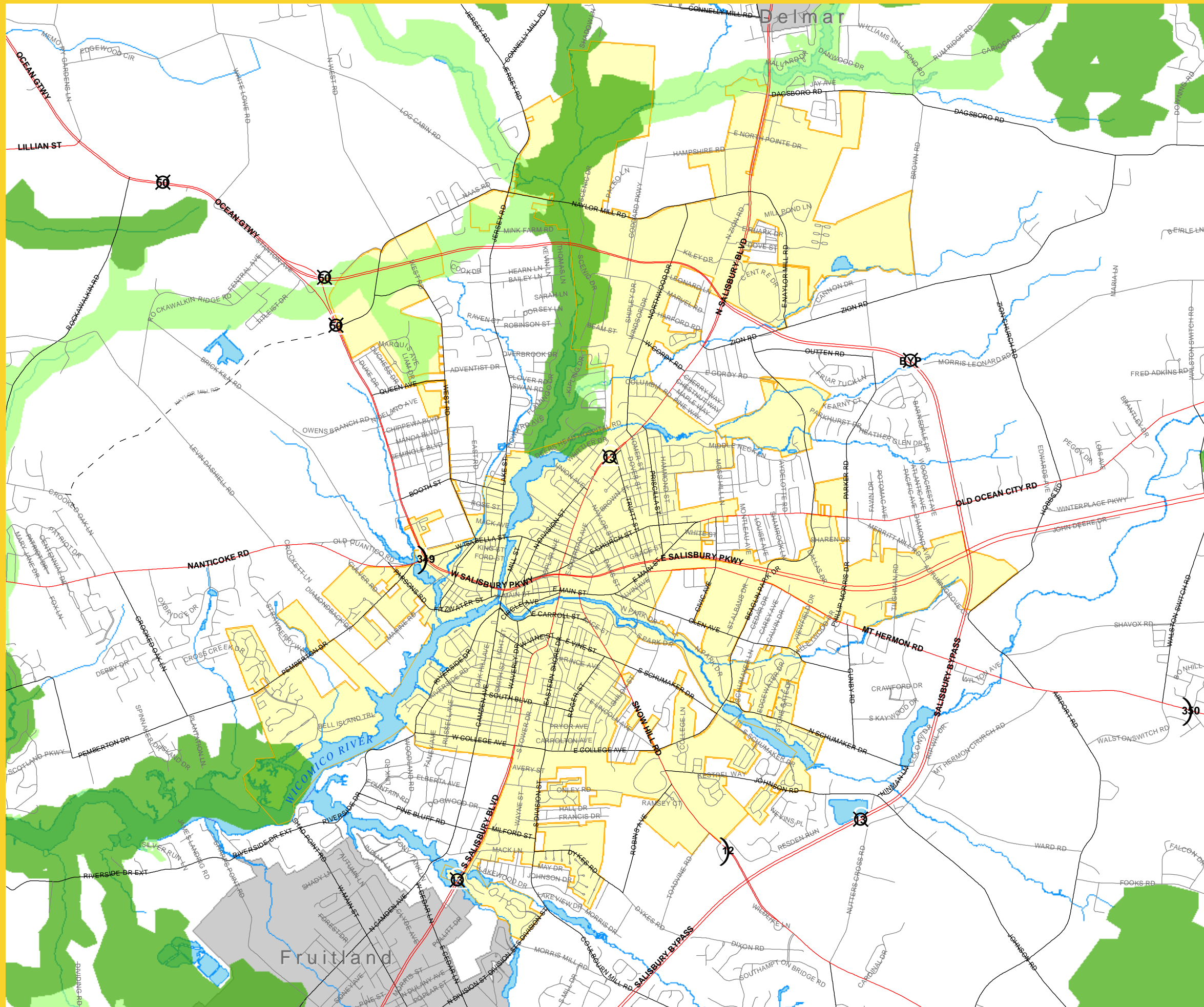
*TEA - Maryland DNR (2003)
*FIDS - Maryland DNR (2003)
*SSPRA - Maryland DNR (2003)

Salisbury/Wicomico County Department of Planning, Zoning & Community Development

0 4,000 8,000 Feet

Map 4-4: Sensitive Species



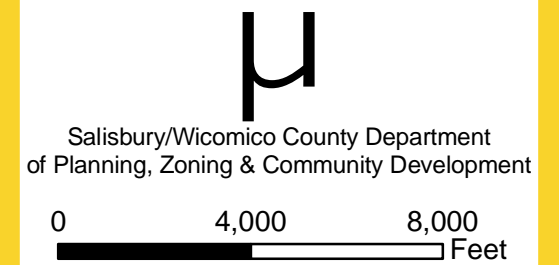


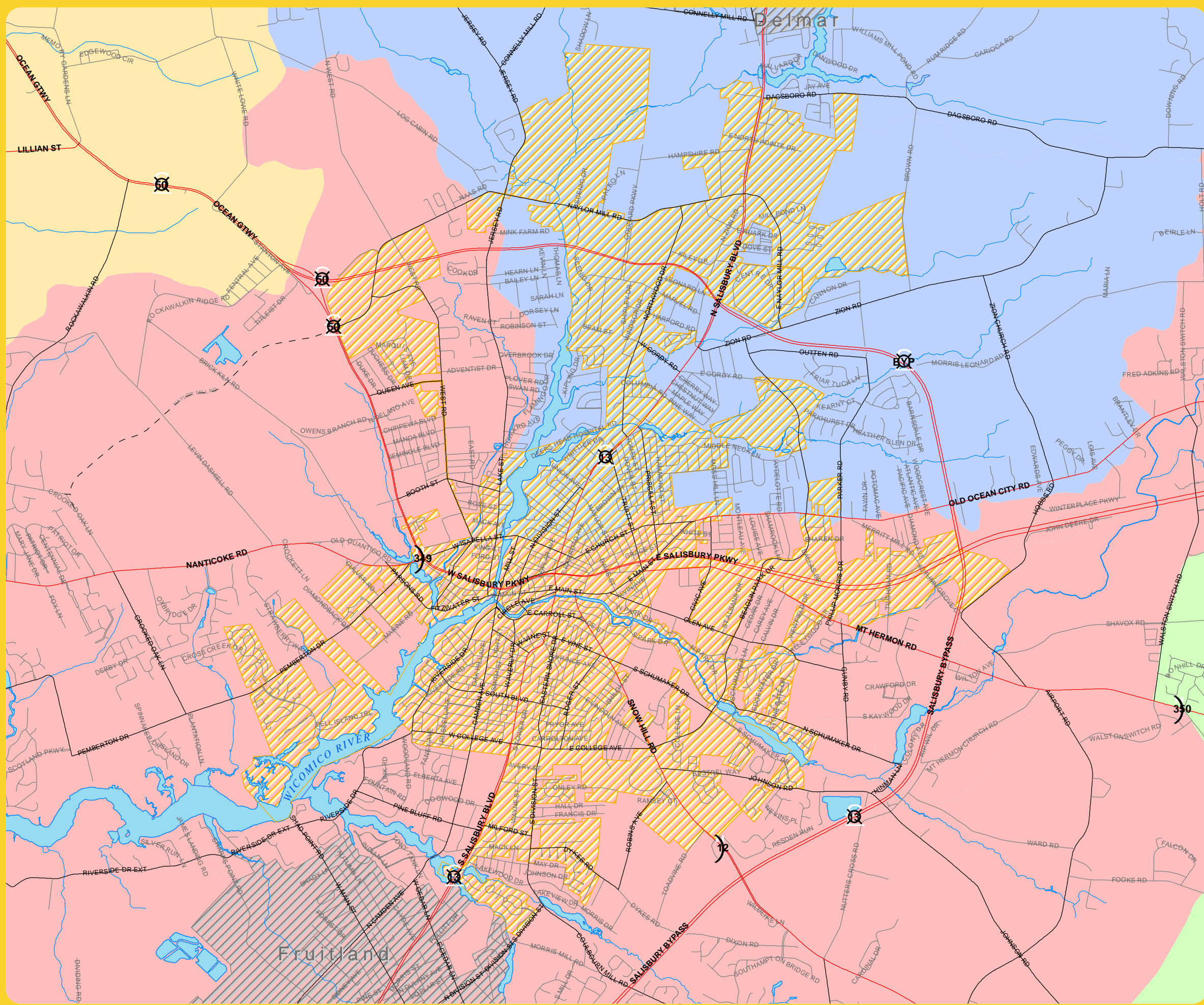
City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Green Infrastructure Corridor
- Green Infrastructure Hub

Note: The Green Infrastructure network contained in this map is Version 5.1, not Version 6.0

Sources:
*Salisbury/Wicomico Department of Planning, Zoning & Community Development
Green Infrastructure: Maryland DNR (2001)

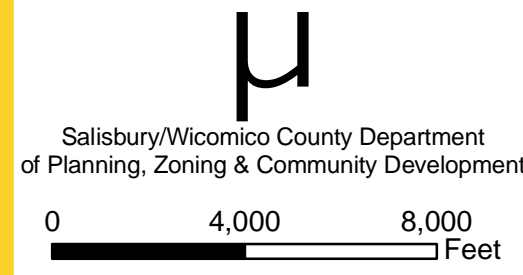




City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Lower Wicomico River - 02130301
- Nanticoke River - 02130305
- Nassawango Creek - 02130205
- Wicomico River Head - 02130304

Sources:
 *Salisbury/Wicomico Department of Planning,
 Zoning & Community Development
 *Watersheds - Maryland DNR (1998)



Map 5-1: MDE 8-Digit Watersheds

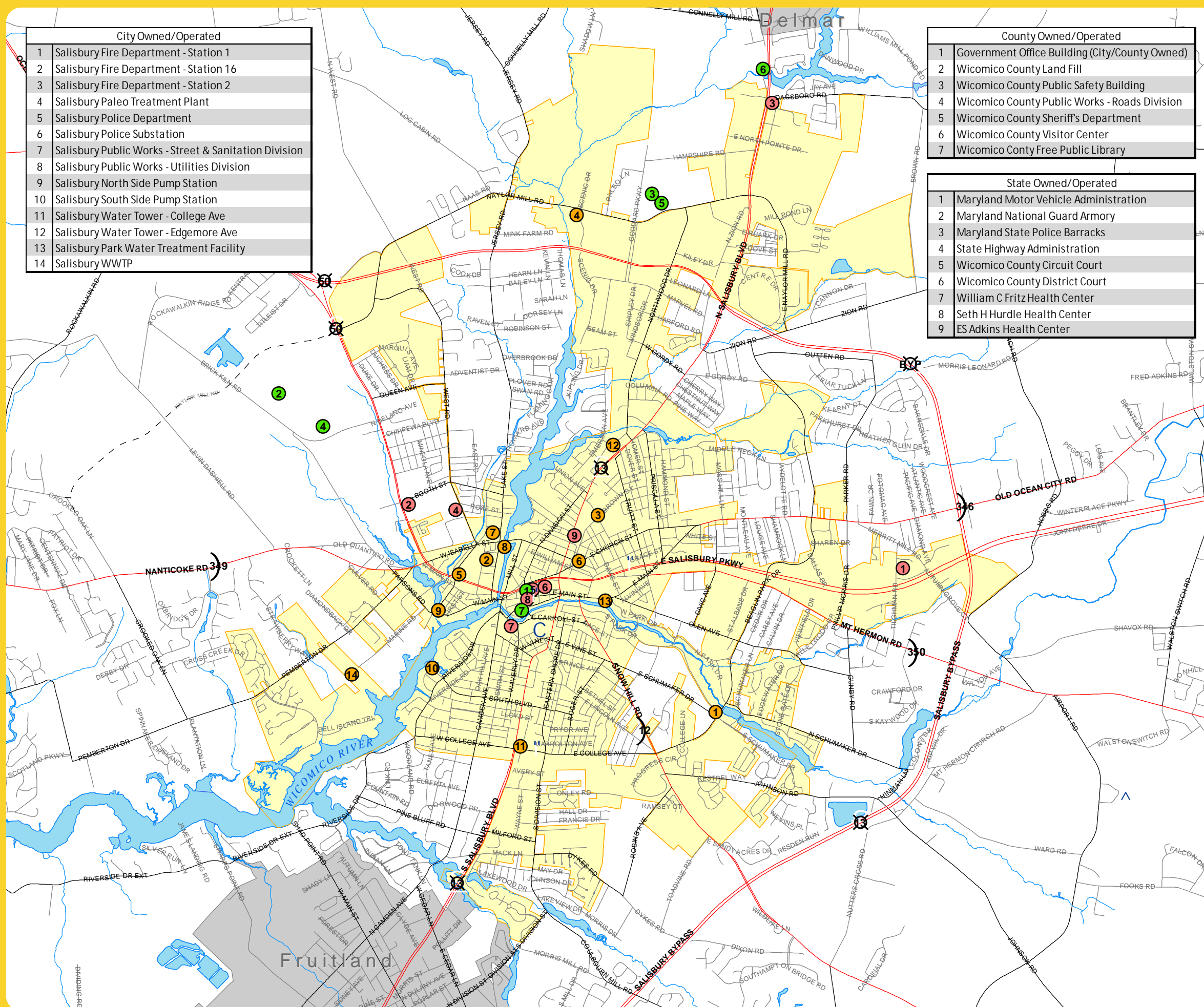


City of Salisbury, Maryland
2010 Comprehensive Plan

City Owned/Operated	
1	Salisbury Fire Department - Station 1
2	Salisbury Fire Department - Station 16
3	Salisbury Fire Department - Station 2
4	Salisbury Paleo Treatment Plant
5	Salisbury Police Department
6	Salisbury Police Substation
7	Salisbury Public Works - Street & Sanitation Division
8	Salisbury Public Works - Utilities Division
9	Salisbury North Side Pump Station
10	Salisbury South Side Pump Station
11	Salisbury Water Tower - College Ave
12	Salisbury Water Tower - Edgemore Ave
13	Salisbury Park Water Treatment Facility
14	Salisbury WWTP

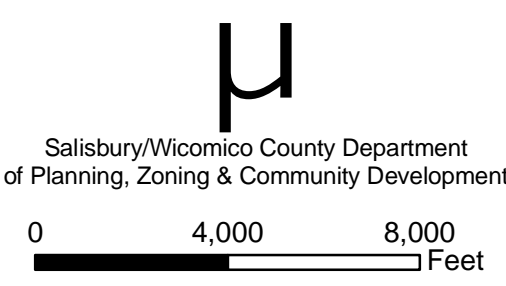
County Owned/Operated	
1	Government Office Building (City/County Owned)
2	Wicomico County Land Fill
3	Wicomico County Public Safety Building
4	Wicomico County Public Works - Roads Division
5	Wicomico County Sheriff's Department
6	Wicomico County Visitor Center
7	Wicomico County Free Public Library

State Owned/Operated	
1	Maryland Motor Vehicle Administration
2	Maryland National Guard Armory
3	Maryland State Police Barracks
4	State Highway Administration
5	Wicomico County Circuit Court
6	Wicomico County District Court
7	William C Fritz Health Center
8	Seth H Hurdle Health Center
9	ES Adkins Health Center

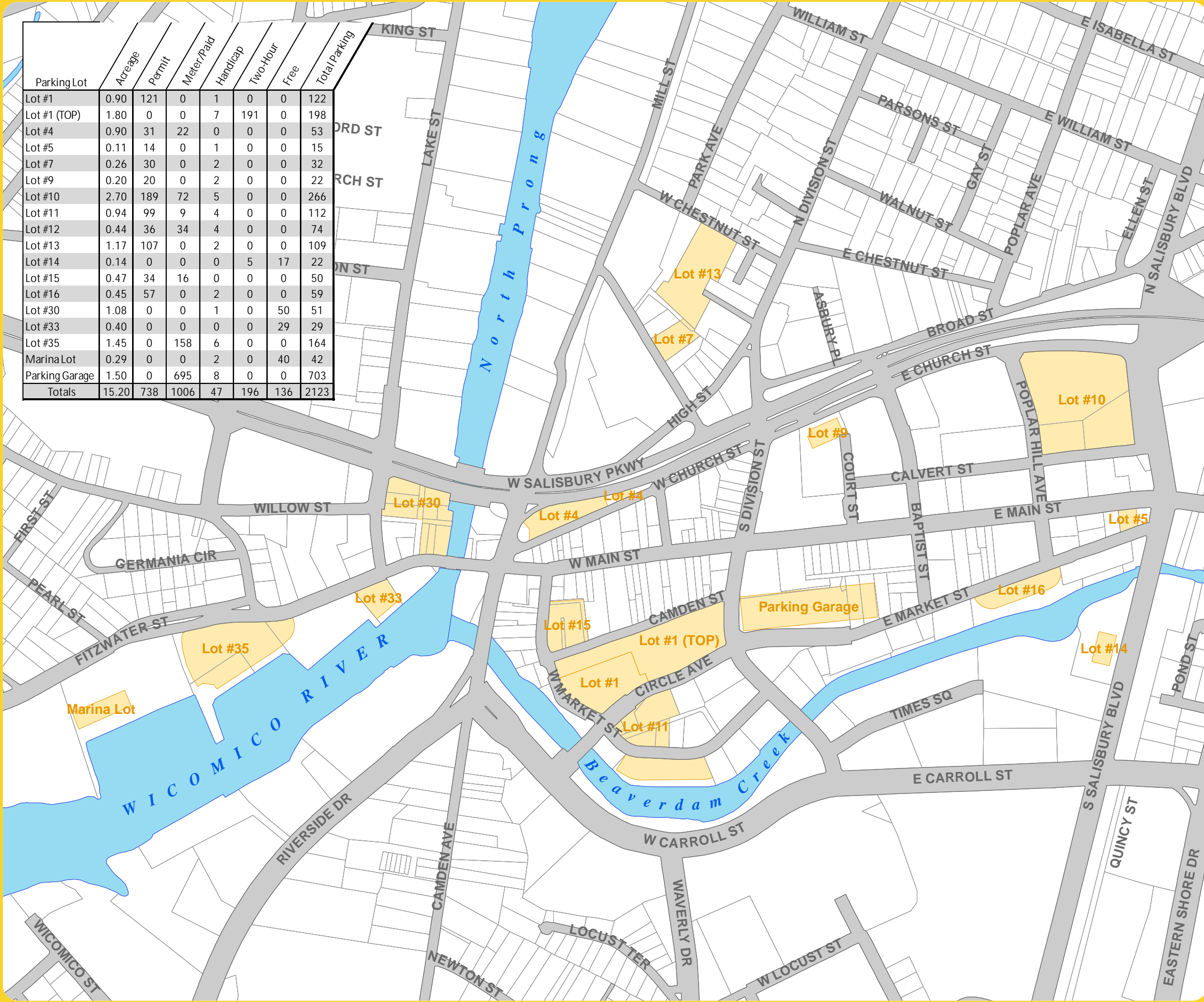


- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- City Facilities
- County Facilities
- State Facilities
- C PRMC
- ^ Wicomico Regional Airport
- " United States Post Office

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Parking Lot	Acreage	Permit	Meter/Paid	Handicap	Two-Hour	Free	Total Parking
Lot #1	0.90	121	0	1	0	0	122
Lot #1 (TOP)	1.80	0	0	7	191	0	198
Lot #4	0.90	31	22	0	0	0	53
Lot #5	0.11	14	0	1	0	0	15
Lot #7	0.26	30	0	2	0	0	32
Lot #9	0.20	20	0	2	0	0	22
Lot #10	2.70	189	72	5	0	0	266
Lot #11	0.94	99	9	4	0	0	112
Lot #12	0.44	36	34	4	0	0	74
Lot #13	1.17	107	0	2	0	0	109
Lot #14	0.14	0	0	0	5	17	22
Lot #15	0.47	34	16	0	0	0	50
Lot #16	0.45	57	0	2	0	0	59
Lot #30	1.08	0	0	1	0	50	51
Lot #33	0.40	0	0	0	0	29	29
Lot #35	1.45	0	158	6	0	0	164
Marina Lot	0.29	0	0	2	0	40	42
Parking Garage	1.50	0	695	8	0	0	703
Totals	15.20	738	1006	47	196	136	2123

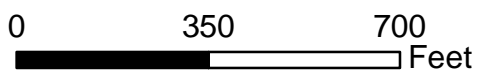


City of Salisbury
Comprehensive Plan

- Salisbury Municipal Parking
- Paved Roadways
- Waterbodies
- Parcel Boundaries

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development


 Salisbury/Wicomico County Department
 of Planning, Zoning & Community Development

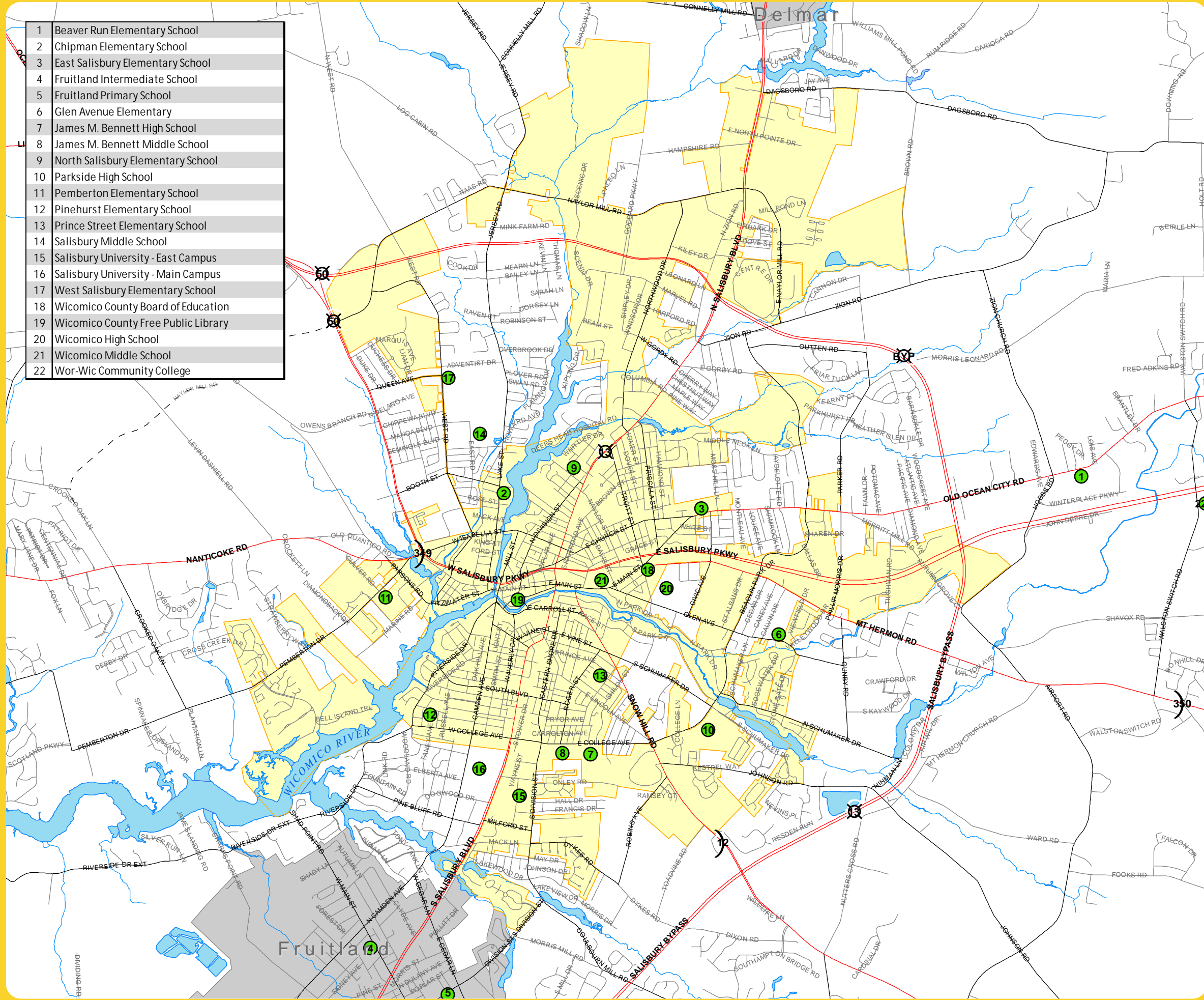


Map 6-2: Municipal Parking Lots



City of Salisbury, Maryland
2010 Comprehensive Plan

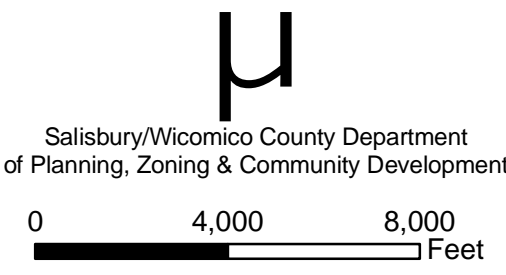
- 1 Beaver Run Elementary School
- 2 Chipman Elementary School
- 3 East Salisbury Elementary School
- 4 Fruitland Intermediate School
- 5 Fruitland Primary School
- 6 Glen Avenue Elementary
- 7 James M. Bennett High School
- 8 James M. Bennett Middle School
- 9 North Salisbury Elementary School
- 10 Parkside High School
- 11 Pemberton Elementary School
- 12 Pinehurst Elementary School
- 13 Prince Street Elementary School
- 14 Salisbury Middle School
- 15 Salisbury University - East Campus
- 16 Salisbury University - Main Campus
- 17 West Salisbury Elementary School
- 18 Wicomico County Board of Education
- 19 Wicomico County Free Public Library
- 20 Wicomico High School
- 21 Wicomico Middle School
- 22 Wor-Wic Community College



City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Schools

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development

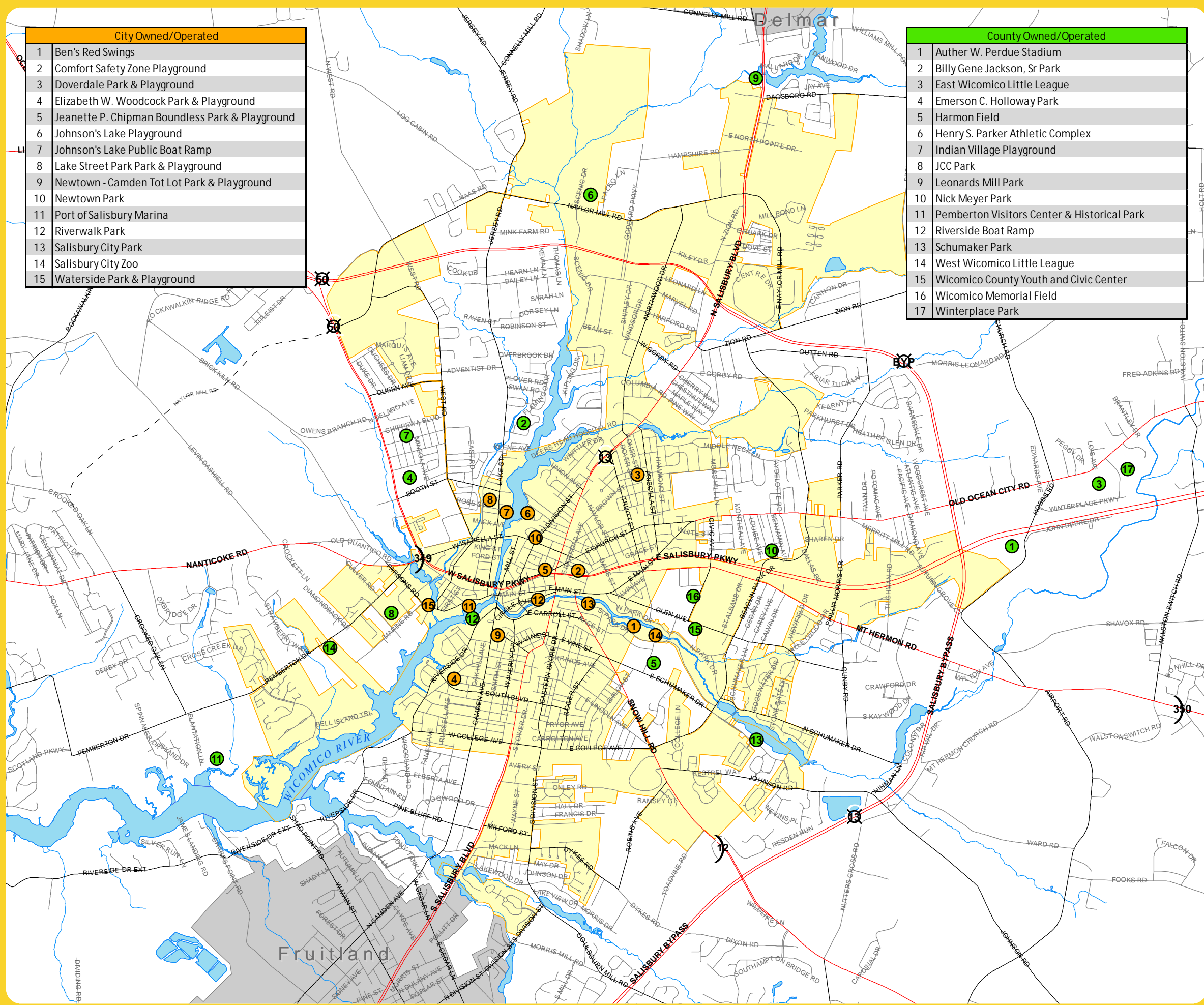


Map 6-3: Educational Facilities



City Owned/Operated	
1	Ben's Red Swings
2	Comfort Safety Zone Playground
3	Doverdale Park & Playground
4	Elizabeth W. Woodcock Park & Playground
5	Jeanette P. Chipman Boundless Park & Playground
6	Johnson's Lake Playground
7	Johnson's Lake Public Boat Ramp
8	Lake Street Park Park & Playground
9	Newtown - Camden Tot Lot Park & Playground
10	Newtown Park
11	Port of Salisbury Marina
12	Riverwalk Park
13	Salisbury City Park
14	Salisbury City Zoo
15	Waterside Park & Playground

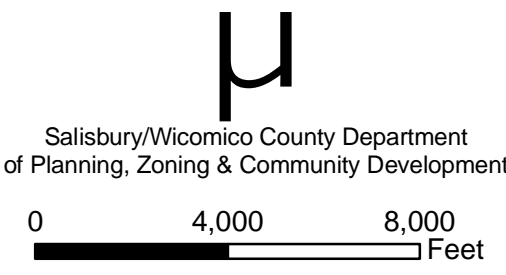
County Owned/Operated	
1	Auther W. Perdue Stadium
2	Billy Gene Jackson, Sr Park
3	East Wicomico Little League
4	Emerson C. Holloway Park
5	Harmon Field
6	Henry S. Parker Athletic Complex
7	Indian Village Playground
8	JCC Park
9	Leonards Mill Park
10	Nick Meyer Park
11	Pemberton Visitors Center & Historical Park
12	Riverside Boat Ramp
13	Schumaker Park
14	West Wicomico Little League
15	Wicomico County Youth and Civic Center
16	Wicomico Memorial Field
17	Winterplace Park



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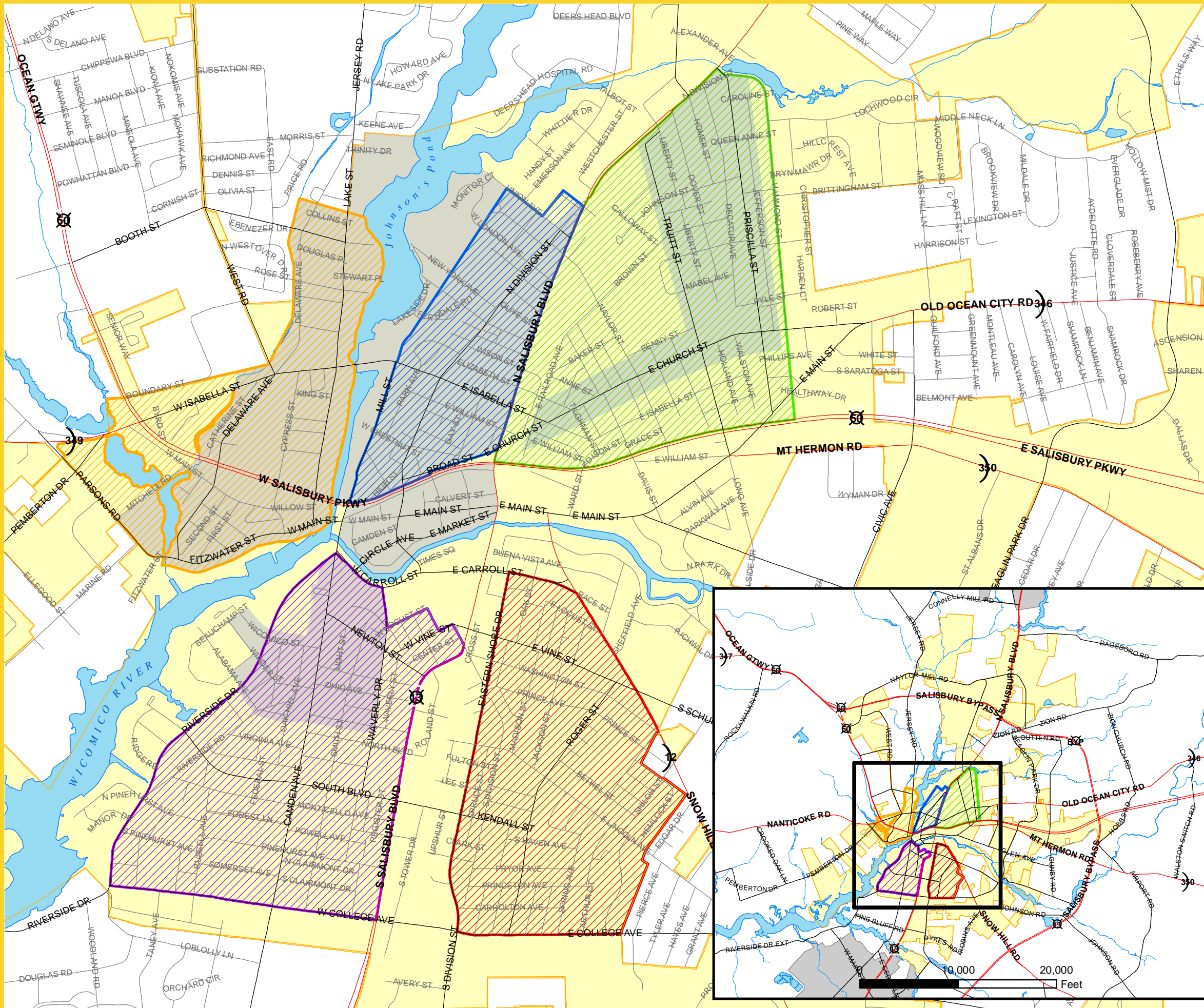
- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- City Facility
- County Facility

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



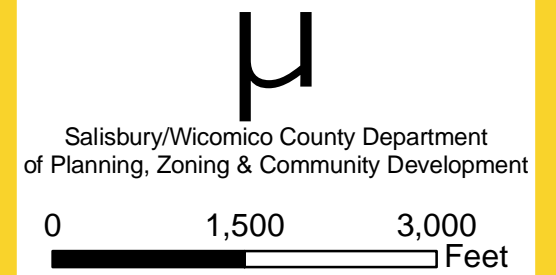
Map 6-4: Parks & Recreation Facilities

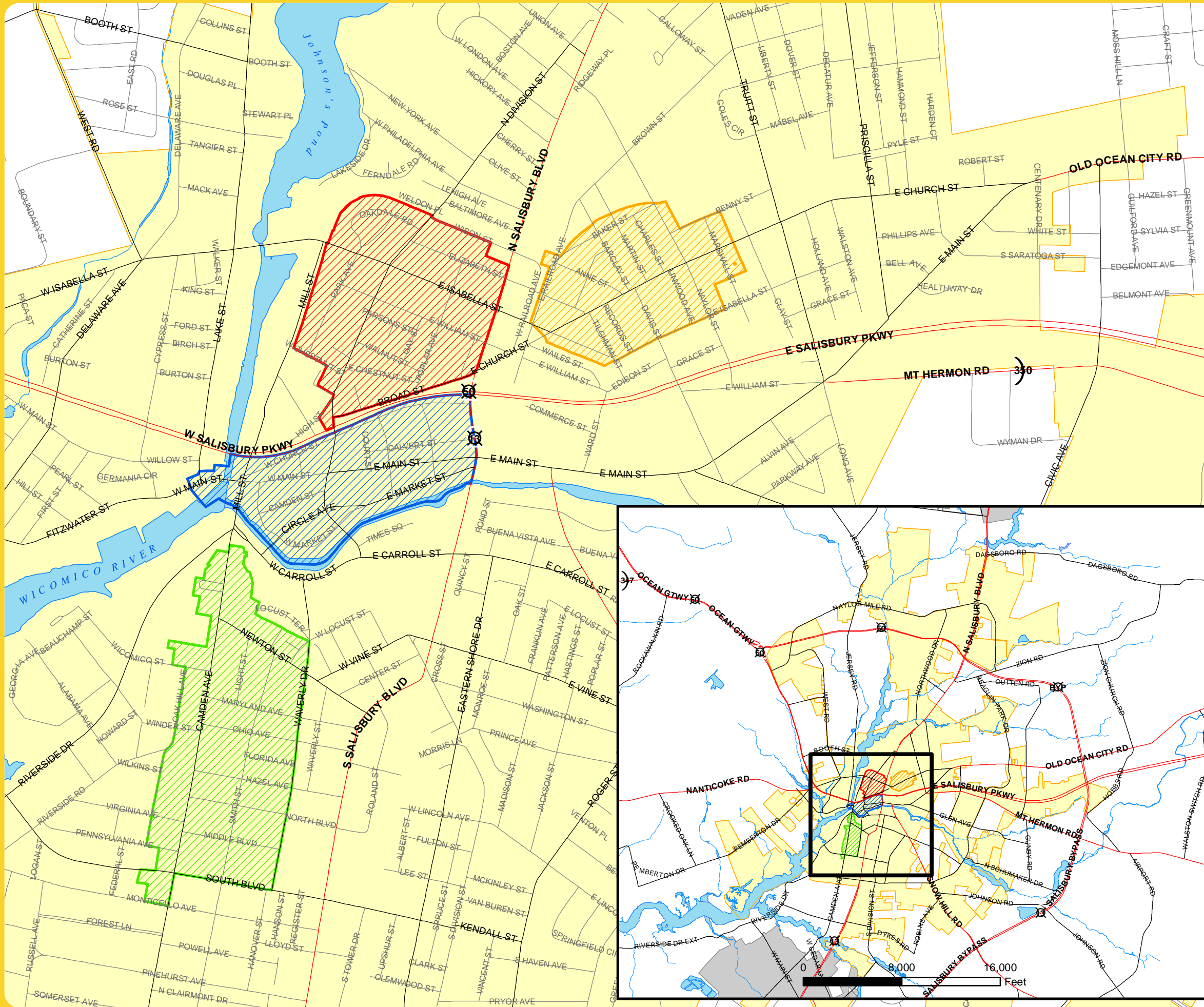




- Major Roads
- Minor Roads
- Local Roads
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Community Legacy Areas
- CDBG Target Areas**
- Church St/Doverdale
- Newtown/North Division St
- North Camden
- Presidents/Princeton
- Westside

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development

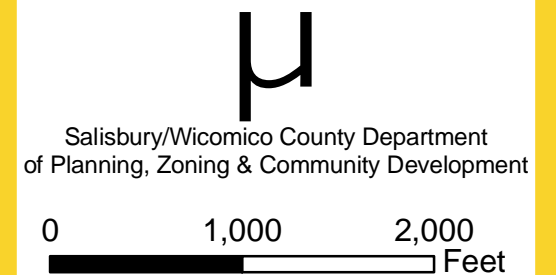




- Major Roads
- Minor Roads
- Local Roads
- Streams
- █ Waterbodies
- █ Salisbury Corporate Limits
- Salisbury Historic Districts**
- ▨ Camden Historic District
- ▨ Downtown Historic District
- ▨ Newtown Historic District
- ▨ Church Street Historic District

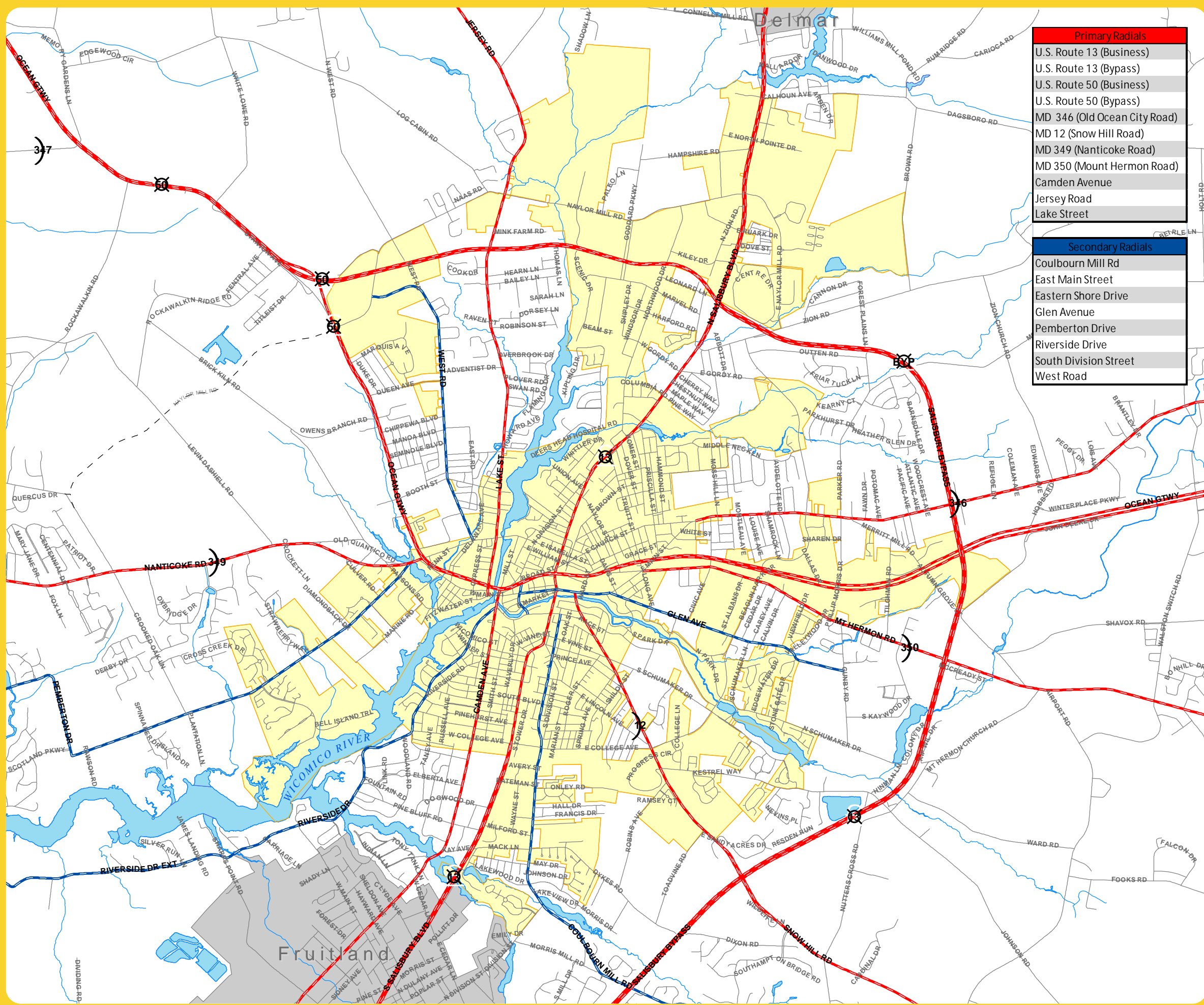
Note: The Church Street Historic District is not a City designated historic district

Sources:
*Salisbury/Wicomico Department of Planning, Zoning & Community Development



Map 8-1: Historic Districts





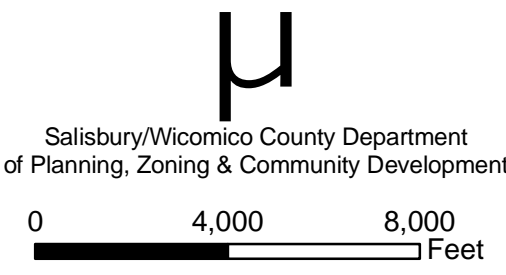
Primary Radials	
U.S. Route 13 (Business)	
U.S. Route 13 (Bypass)	
U.S. Route 50 (Business)	
U.S. Route 50 (Bypass)	
MD 346 (Old Ocean City Road)	
MD 12 (Snow Hill Road)	
MD 349 (Nanticoke Road)	
MD 350 (Mount Hermon Road)	
Camden Avenue	
Jersey Road	
Lake Street	

Secondary Radials	
Coulbourn Mill Rd	
East Main Street	
Eastern Shore Drive	
Glen Avenue	
Pemberton Drive	
Riverside Drive	
South Division Street	
West Road	

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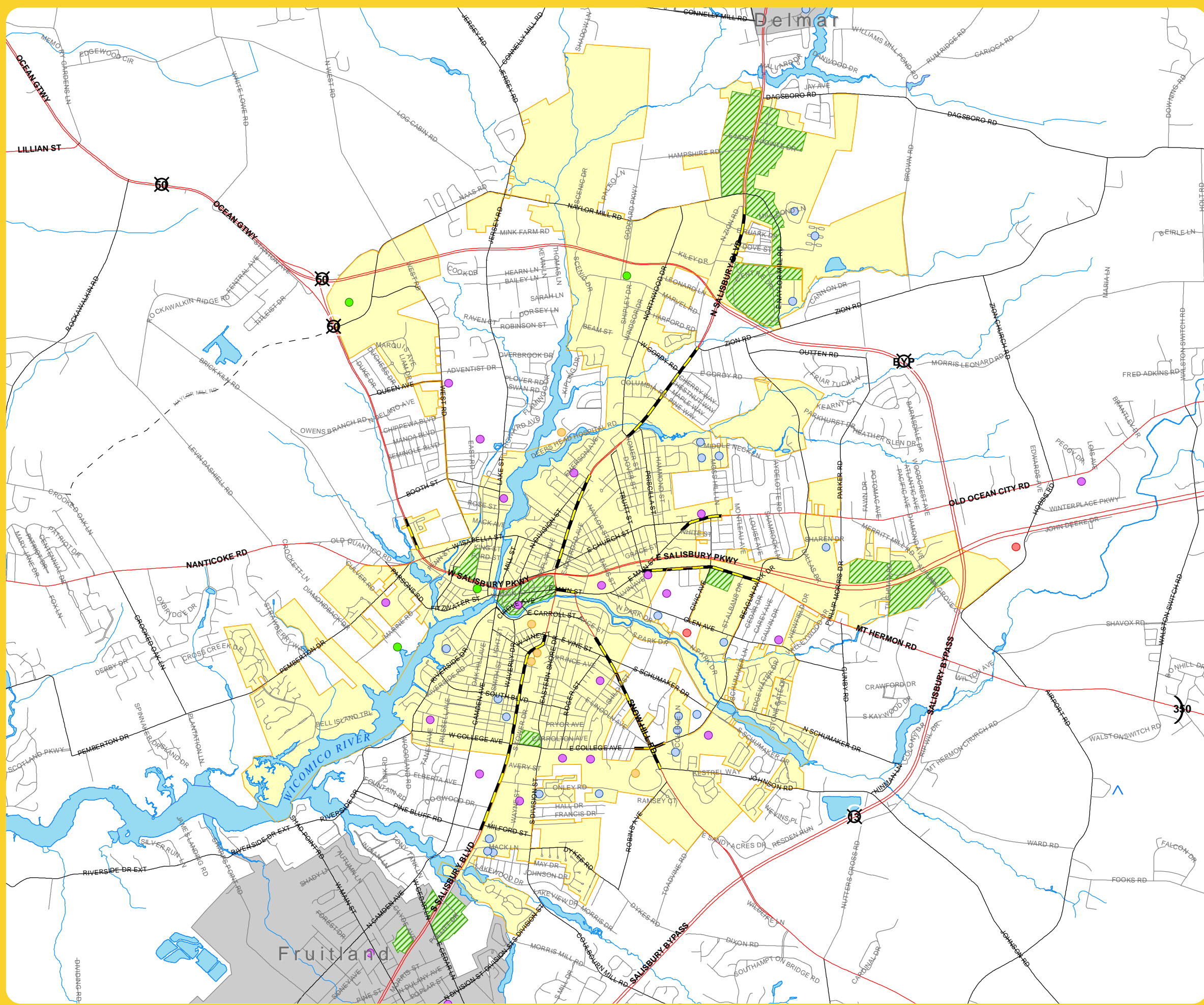
- Primary Radials
- Secondary Radials
- Other Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Map 10-1: Transportation Radials



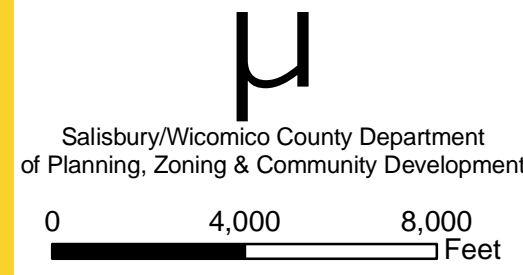


- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Major Shopping Destinations
- Strip Commercial Roadways

Traffic Destinations

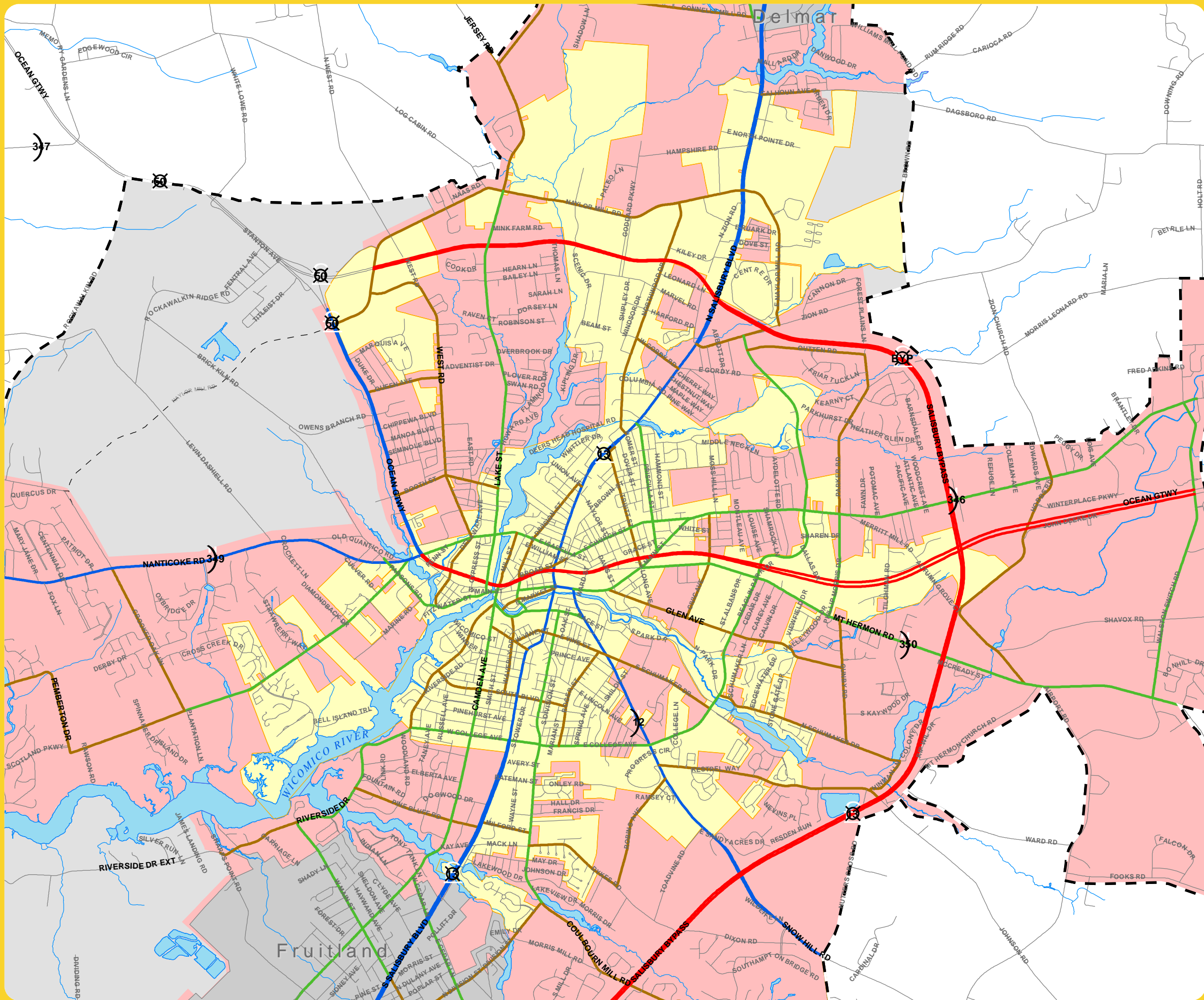
- Event Venue
- Hospital/Medical Facility
- Industrial Complex
- Multi-Family Residential
- School

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



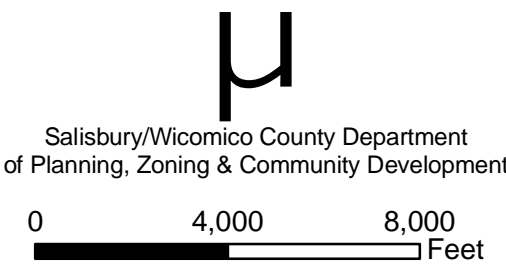
Map 10-2: Primary Traffic Generators





- Urban System**
- Freeways/Expressways
 - Principal Arterials
 - Minor Arterials
 - Collectors
 - Local Roads
 - Rural Classified
 - Westside Collector
 - Streams
 - Waterbodies
 - Salisbury Corporate Limits
 - FHWA Urbanized Areas
 - MPO Area

Sources:
 *Salisbury/Wicomico Department of Planning, Zoning & Community Development
 *MD Department of Transportation (State Highway Administration) in cooperation with the U.S. Department of Transportation



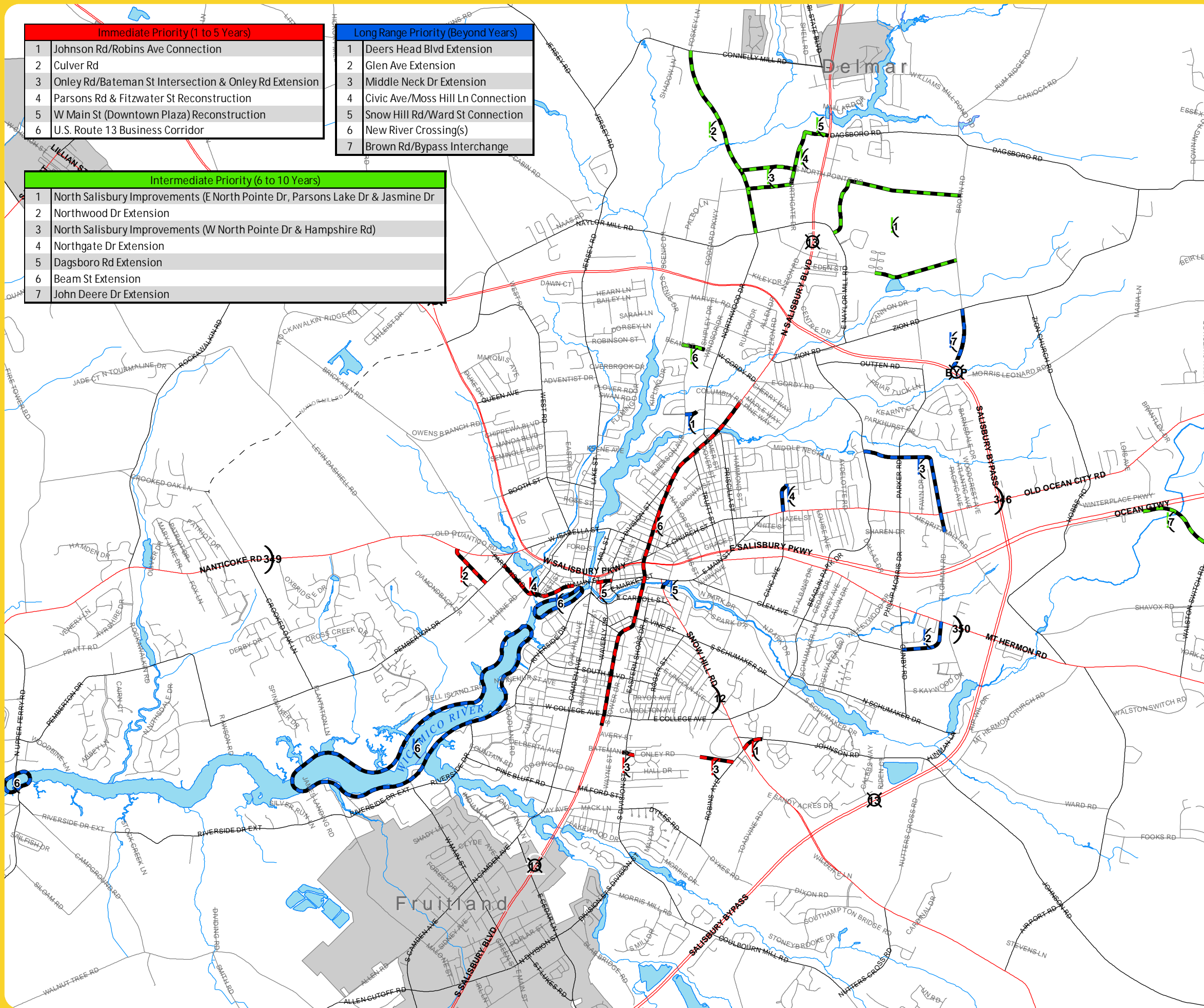
Map 10-3: Federal Highway Functional Classification System



Immediate Priority (1 to 5 Years)	
1	Johnson Rd/Robins Ave Connection
2	Culver Rd
3	Onley Rd/Bateman St Intersection & Onley Rd Extension
4	Parsons Rd & Fitzwater St Reconstruction
5	W Main St (Downtown Plaza) Reconstruction
6	U.S. Route 13 Business Corridor

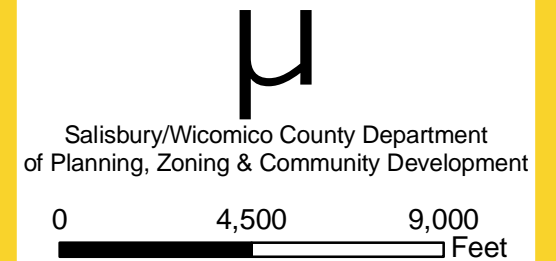
Long Range Priority (Beyond Years)	
1	Deers Head Blvd Extension
2	Glen Ave Extension
3	Middle Neck Dr Extension
4	Civic Ave/Moss Hill Ln Connection
5	Snow Hill Rd/Ward St Connection
6	New River Crossing(s)
7	Brown Rd/Bypass Interchange

Intermediate Priority (6 to 10 Years)	
1	North Salisbury Improvements (E North Pointe Dr, Parsons Lake Dr & Jasmine Dr)
2	Northwood Dr Extension
3	North Salisbury Improvements (W North Pointe Dr & Hampshire Rd)
4	Northgate Dr Extension
5	Dagsboro Rd Extension
6	Beam St Extension
7	John Deere Dr Extension



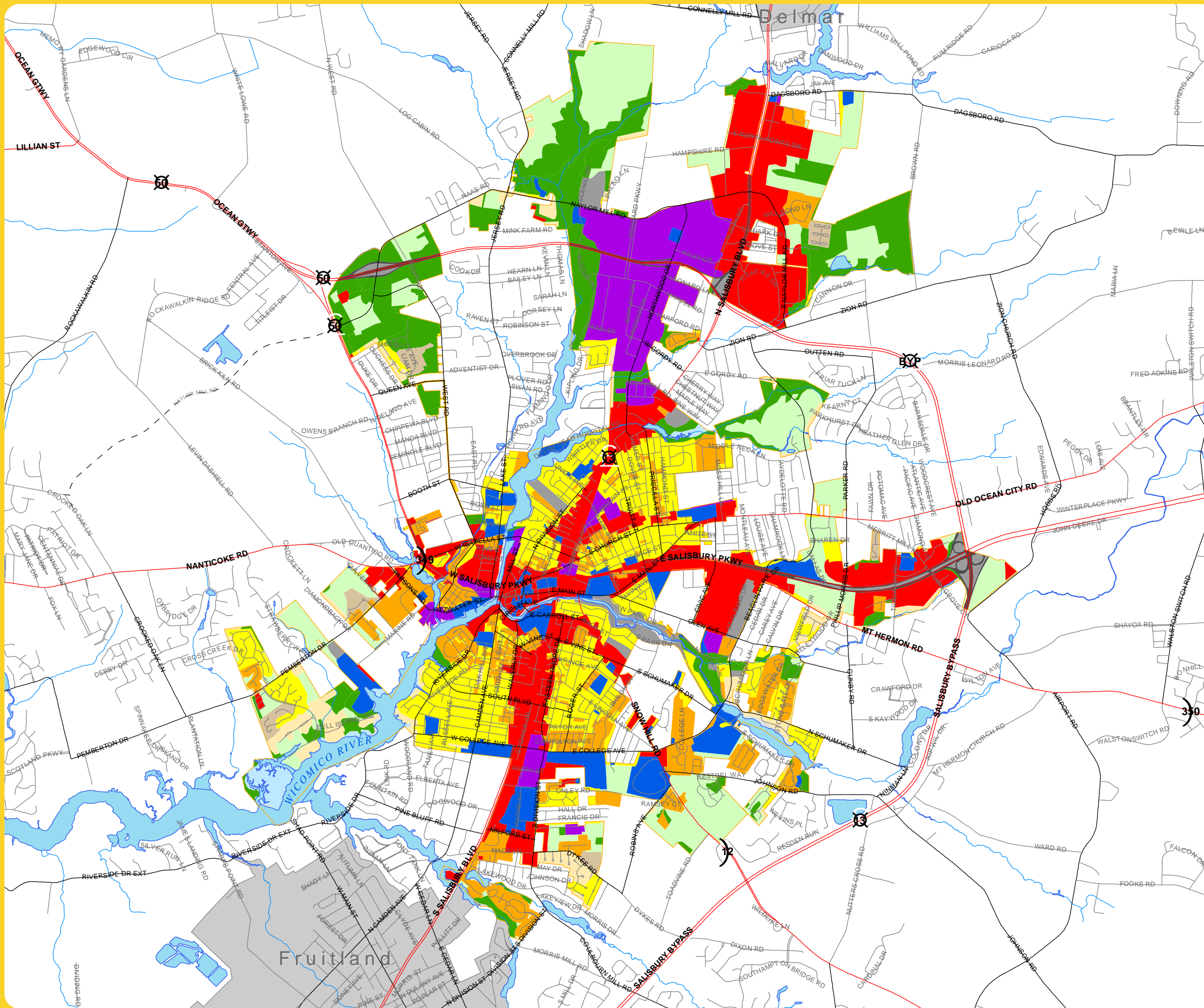
- Major Roads
 - Minor Roads
 - Local Roads
 - - - Westside Collector
 - Streams
 - Waterbodies
 - Salisbury Corporate Limits
- Roadway Improvements**
- Immediate Priority
 - - - Intermediate Priority
 - - - Long Range

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Map 10-4-4: Recommended
Roadway Improvements





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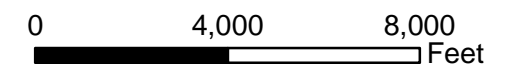
- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Low Density Residential-308.7 ac (3.47%)
- Medium Density Residential-1450.2 ac (16.29%)
- High Density Residential-880.1 ac (9.88%)
- Commercial-1681.6 ac (18.89%)
- Industrial-703.4 ac (7.9%)
- Institutional-531 ac (5.96%)
- Open Urban Lands-211.9 ac (2.38%)
- Agricultural-1269.7 ac (14.26%)
- Forest-1228.2 ac (13.79%)
- Water-305.5 ac (3.43%)
- Wetlands-97.4 ac (1.09%)
- Developing Lands-102.2 ac (1.15%)
- Transportation-133.9 ac (1.51%)

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development

*Land Use - MDP (2007)



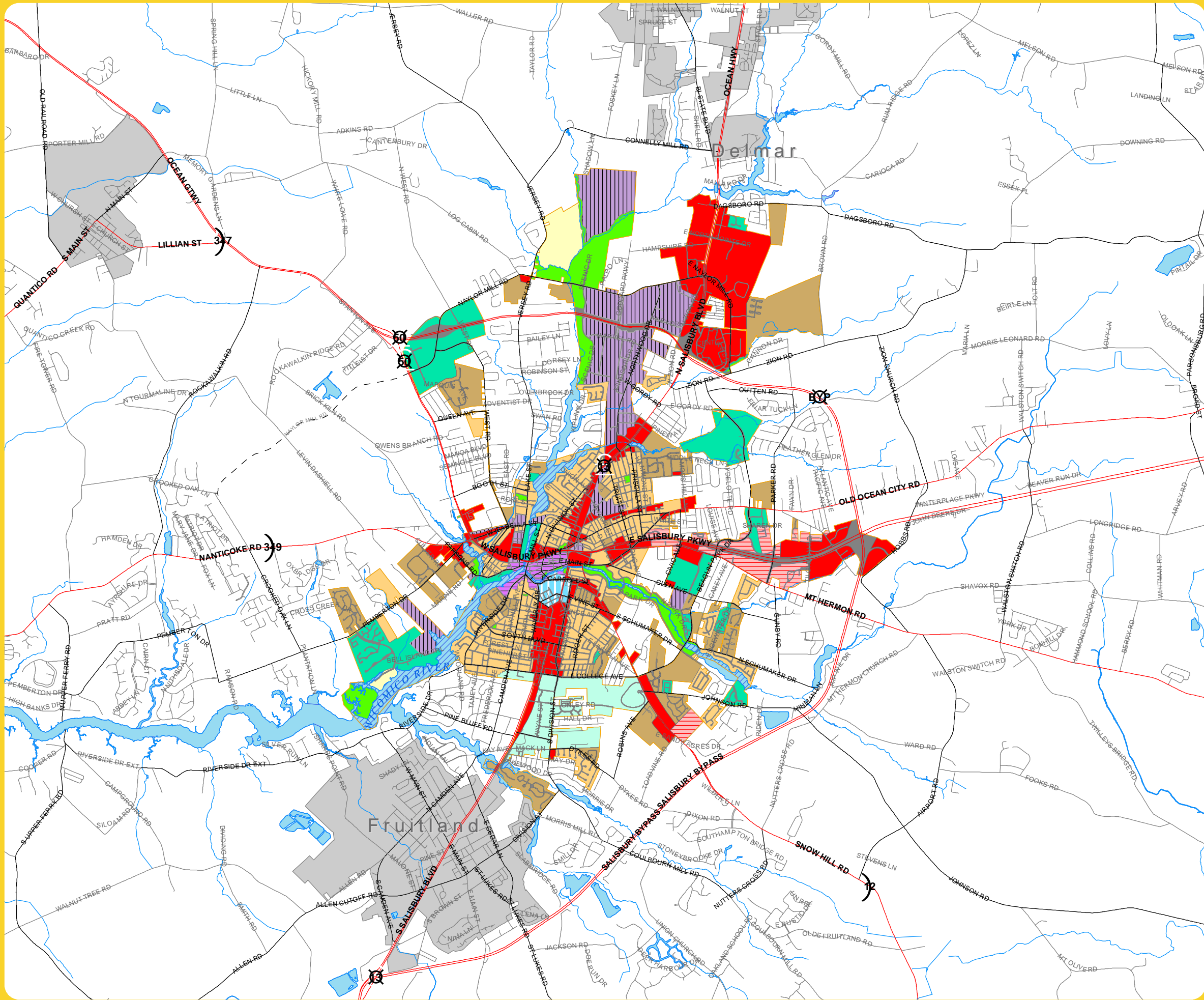
Salisbury/Wicomico County Department
of Planning, Zoning & Community Development



Map 11-1: Existing Land Use



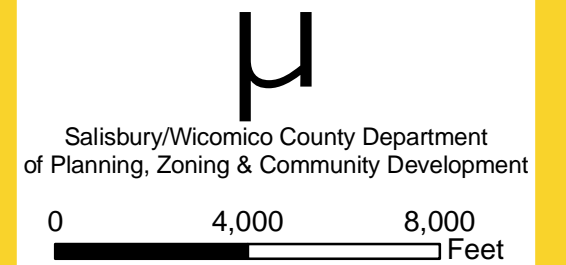
City of Salisbury, Maryland
2010 Comprehensive Plan



City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Low Density Residential-176.11 ac (1.98%)
- Medium Density Residential-1375.81 ac (15.45%)
- High Density Residential-1348.09 ac (15.14%)
- Business and Institutional-257.04 ac (2.89%)
- Central Business District-68.46 ac (0.77%)
- Commercial-1449.42 ac (16.28%)
- Industrial-997.34 ac (11.2%)
- Mixed Use-894.71 ac (10.05%)
- Parks and Open Space-440.67 ac (4.95%)
- PRMC-46.94 ac (0.53%)
- Salisbury University-399.33 ac (4.48%)
- Medians and ROW-1101.8 ac (12.37%)
- Waterbodies-348.13 ac (3.91%)

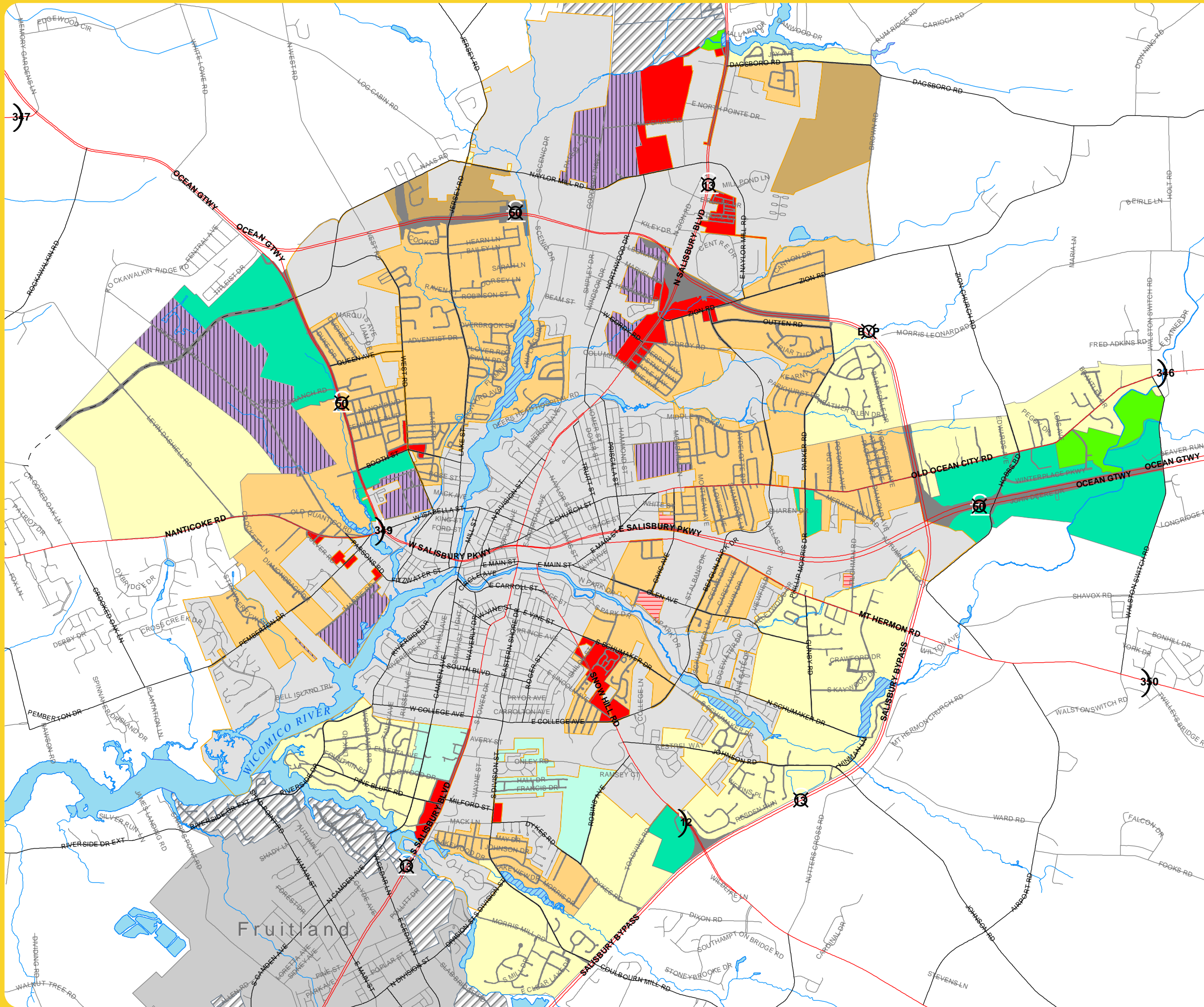
Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Map 11-2: Salisbury Future Land Use



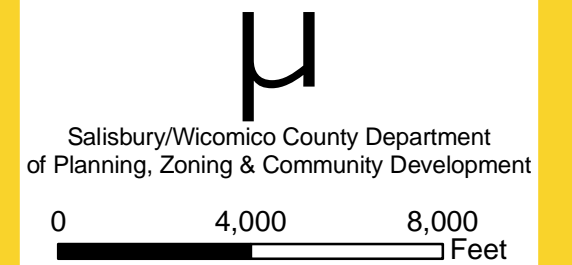
City of Salisbury, Maryland
2010 Comprehensive Plan



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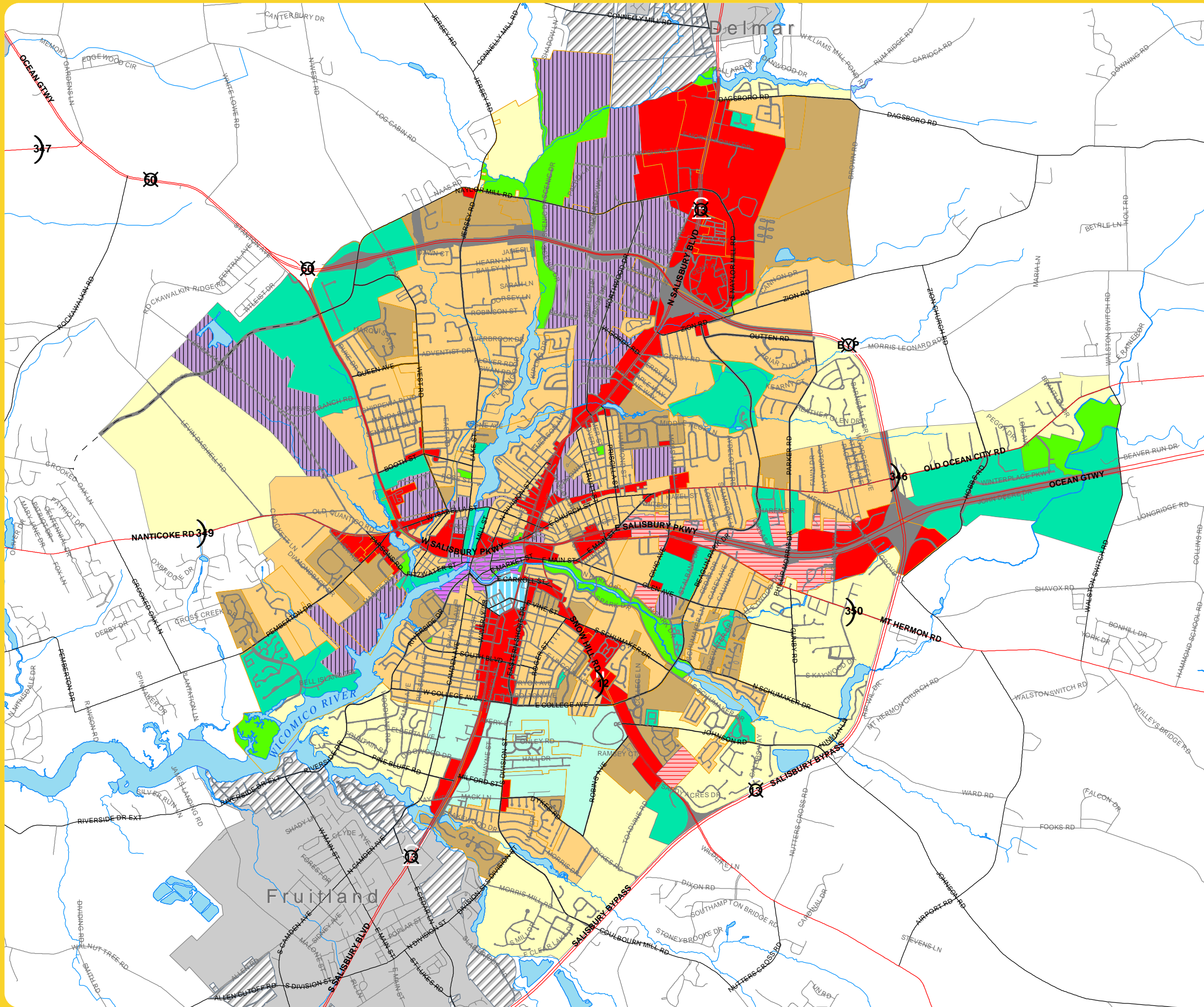
- Major Roads
- Minor Roads
- Local Roads
- Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Fruitland/Delmar Growth Areas
- Low Density Residential-3926.55 ac (31.95%)
- Medium Density Residential-3791.97 ac (30.85%)
- High Density Residential-448.38 ac (3.65%)
- Business and Institutional-28.83 ac (0.23%)
- Commercial-407.2 ac (3.31%)
- Industrial-998.68 ac (8.13%)
- Mixed Use-1069.23 ac (8.7%)
- Parks and Open Space-144.76 ac (1.18%)
- Salisbury University-261.35 ac (2.13%)
- Medians and ROW-1073.56 ac (8.74%)
- Waterbodies-139.36 ac (1.13%)

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Map 11-3: Growth Area
Future Land Use





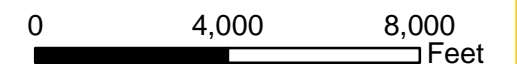
City of Salisbury
Comprehensive Plan

- Major Roads
- Minor Roads
- Local Roads
- - - Westside Collector
- Streams
- Waterbodies
- Salisbury Corporate Limits
- Fruitland/Delmar Growth Areas
- Salisbury Future Land Use**
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Business and Institutional
- Central Business District
- Commercial
- Industrial
- Mixed Use
- Parks and Open Space
- Penninsula Regional Medical Center
- Salisbury University
- Medians and ROW

Sources:
*Salisbury/Wicomico Department of Planning,
Zoning & Community Development



Salisbury/Wicomico County Department
of Planning, Zoning & Community Development



Map 11-4: Salisbury &
Growth Area Future Land Use



City of Salisbury, Maryland
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