

Transforming US 13 into



Salisbury<sup>TM</sup>  
Boulevard



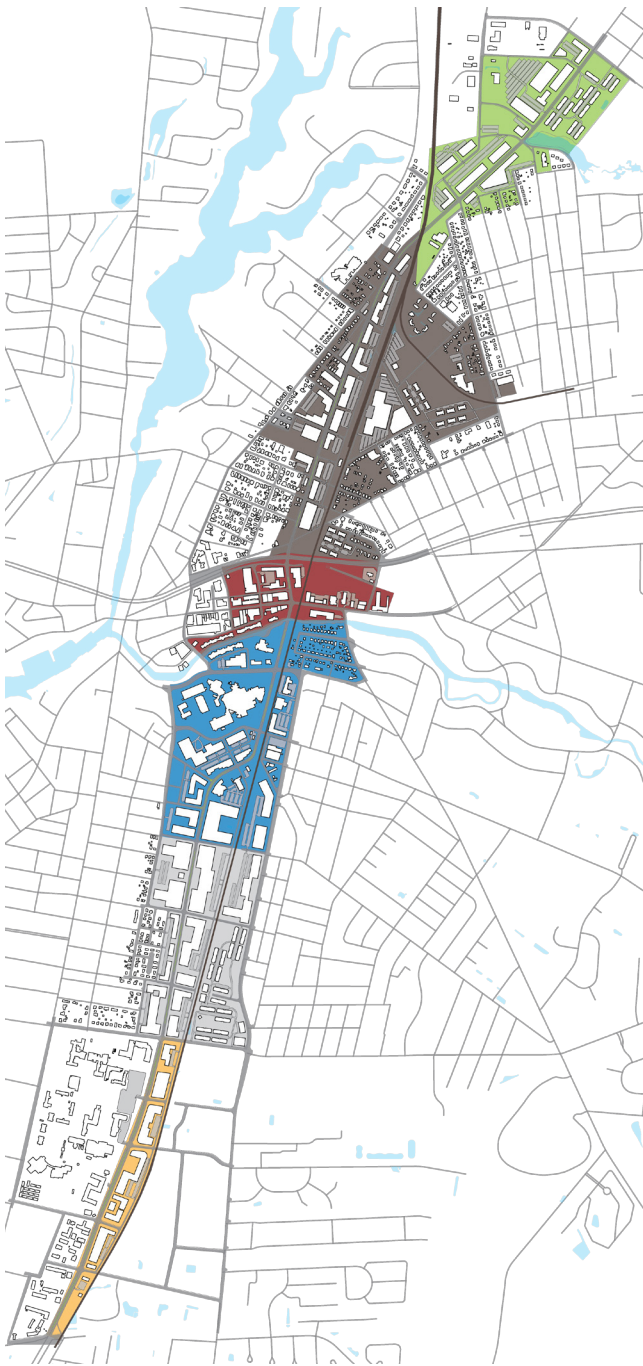
PREPARED FOR THE CITY OF SALISBURY



DEVELOPED BY JOHNSON, MIRMIRAN & THOMPSON, INC.  
IN CONJUNCTION WITH  
ADVANCED PLACEMAKING AND  
FLOURA TEETER LANDSCAPE ARCHITECTS

MASTER PLAN  
ADOPTED APRIL 24, 2017

# EXECUTIVE SUMMARY



With the leadership of Mayor Jacob R. Day, the Salisbury Planning Department has taken initiative to develop a plan for the US 13 Salisbury Boulevard Corridor to facilitate economic growth, multimodal transportation accessibility, and an improved quality of life. The vision for this plan is to make Salisbury the place that offers the people of all ages, backgrounds, and stages of life the amenities and choices they need for a high-quality lifestyle. This corridor will become a place that Salisbury residents are proud to call home with strong employment opportunities, culturally-rich activities, pleasing views, and attractive housing.

The corridor is broken into six distinct areas along a four mile stretch through the City. These areas have their own character and redevelopment opportunities. Aspects of this plan are relevant to the entire corridor or multiple character zones. However, this plan also focuses on individual aspects of each character zone to maximize the area's potential.

Corridor wide improvements are important catalyst investments to help spur additional growth in each of the districts. These investments include streetscape beautification, updating zoning codes and design guidelines, transit expansion, and a continuous biking and walking trail adjacent along the rail corridor, adjacent to US 13. Expanding green space is also an important improvement corridor-wide.



Specific opportunities within each zone include:

- The University Zone is the southernmost zone and immediately adjacent to Salisbury University. Improvements in this zone are focused on amenities for college students, faculty, and staff with more retail, restaurant, and housing options. Higher density development with streetscape enhancements will help create a more urban and pedestrian-friendly environment for college-oriented development.
- The Connections Zone serves an extension north of the University Zone with a higher-density, urban development pattern that connects the University Zone with the Regional Medical Center and Downtown.
- The Hospital Zone serves as a medical campus where the Peninsula Regional Medical Center and other health care related businesses can grow. Development around the waterfront will serve as a cultural attraction and connect the Hospital area with Downtown.
- The Downtown Area serves as the center of the corridor and the keystone that ties all the zones together. Infill development brings commercial, retail, cultural, and residential uses all together with sensitivity to the historic district's scale and aesthetic appeal.
- Just north of Downtown is the Family Destinations District offering resources for families in the Salisbury area. Adaptive reuse of the historic train station and industrial sites can bring new family-friendly businesses and amenities. Nearby neighborhoods would be served by neighborhood scale retail bringing the resources families need in close proximity.
- The Peggy Branch zone is reoriented towards the water with great access and views of Peggy Branch. Green businesses, recreational destinations, and new housing transforms this area into a new environmental sustainability hub.

Corridor transformation can have significant economic benefits. A better definition to each area helps to channel investment into more appropriate locations and with more appropriate designs. New amenities have been identified, and can serve as the anchors that bring additional investment. Additional amenities help to attract and retain residents, which further attracts more investments. Higher density also lead to an increase tax base and more economic activity. Furthermore, improving the aesthetic quality overall can attract investment.

This plan outlines the vision and key steps moving forward to transform US 13 today into the Salisbury Boulevard of the future.





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# Project Introduction



# BACKGROUND

Salisbury has always been in a strategic location on the Wicomico River and centrally located on the Delmarva Peninsula. Situated at the crossroads of the two major roadways on the Eastern Shore, US Route 13 and US Route 50, Salisbury has been dubbed the Capital of the Eastern Shore. The city became an economic and cultural center of the Eastern Shore early on, and continues to function as a regional hub today. However, in more recent years, the city has transformed with more auto-oriented development. Decades of effort to modernize the city, and bring it into the era of the automobile, have done meaningful damage to Salisbury's historic urban fabric. This, in turn, has incentivized development in the outskirts instead of downtown.

Automobile dominant development practices in a post-World War II development boom led to a change in the urban fabric and traditional historic character in Salisbury. Auto-oriented development patterns have dominated the landscape in Salisbury, from the original design of the Route 13 corridor, to converting a huge swath of downtown to parking lots, to the construction Route 50 Bypass. Today, a pattern of ordinary strip mall development exists throughout the Route 13 corridor.

Route 13, or Salisbury Boulevard, carries between 22,000 and 30,000 cars on average each day past downtown, Salisbury University, Peninsula Regional Medical Center, the Center at Salisbury shopping mall, and a number of smaller

commercial or light industrial establishments in between. The original junction with US 50 is centered in the heart of downtown, although a bypass now crosses north of the city limits. The character of US 13 is dominated by low density and disjointed development patterns designed primarily to accommodate auto access. The result is a busy and unattractive roadway without curb appeal and limited opportunities for development meeting highest and best use. Outdated zoning codes requiring large setbacks, parking lots, and low floor area ratios perpetuate this pattern of low-quality development today.



Aerial image of the US 13 Corridor in 2016

# PURPOSE

Planning initiatives and new development have started to take shape throughout Salisbury. Much of the focus has been on developing a cohesive plan for Downtown Salisbury to create a vibrant urban center serving as the hub of employment, cultural activities, and recreational opportunities, along with high quality housing taking advantage of the close proximity to these amenities. This is a common theme that has been continually supported and built upon starting with the 2001 Salisbury Downtown Action Agenda, the 2012 A Plan for Transformation, and the 2015 Envision Salisbury: a 20 Year Plan for the Heart of Salisbury. Success from these planning initiatives is evident in the increasing investment that is happening downtown, and is projected to continue.

Building upon the momentum of downtown investments, it is time to expand planning initiatives along the Salisbury Boulevard Corridor to facilitate a transformation that increases economic development potential, improves multi-modal accessibility, and enhances the community. A new plan is needed to organize the disparate development patterns with a cohesive redevelopment strategy.

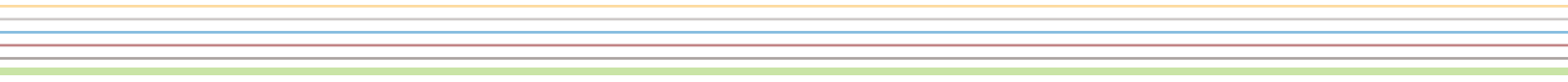
With the leadership of Mayor Jacob R. Day, the City of Salisbury Planning Department is developing a Master Plan for the transformation of the Salisbury Boulevard Corridor. The corridor includes the commercial districts and adjacent properties along the four-mile section of roadway. The primary purpose of the planning process is to develop an overall corridor vision and recommendations for implementation in the short, intermediate, and long term. This plan establishes a vision, goals, implementation priorities, and recommendations moving forward. The process to develop this master plan provides an answer to the questions:

***What should this area become in the next 20 years?***

***What steps can be taken to make that happen, starting now?***



Birds eye view of redevelopment patterns on US 13 in the 1970s



# Planning Methodology

# SWOT ANALYSIS

An analysis of the corridor strengths, weaknesses, opportunities, and threats - called a SWOT Analysis - helps to define the baseline conditions and serve as the foundation for the planning process. Strengths and weaknesses represent internal considerations affecting the corridor while opportunities and threats serve as external influences. The SWOT analysis evaluates areas of interest to determine what is performing well, where shortcomings exist, and what are the contributing factors of both. Take away goals are then used to identify strategies to benefit from strengths and opportunities and address weaknesses and threats. These goals are used to formulate the plan's direction and implementation recommendations.

## STRENGTHS

Being the crossroads of Delmarva and the Capital of the Eastern Shore, Salisbury, and Salisbury Boulevard in particular, is situated in a geographically ideal location as a regional hub. The area already serves in this role with multiple anchor institutions along the corridor, including the historic downtown and the County Seat, Salisbury University, and the Peninsula Regional Medical Center. These serve as major employers and destinations unto themselves drawing people into Salisbury. Each of these areas are experiencing growth that spills over and into the Salisbury Boulevard corridor.

The community is also well established with a density that already supports commercial development along the corridor while also being in close proximity to high quality natural resources, productive farmland, waterfront amenities, and open space.



Historic Wicomico County courthouse located in downtown Salisbury



Salisbury University located on us 13



Peninsula Regional Medical Center located just south of Downtown

## GOALS

1. Encourage further growth of these anchor institutions integrated with a network of support services concentrated along the Salisbury Boulevard Corridor.
2. Encourage community-oriented development that provides services and amenities for the local neighborhoods.



## WEAKNESSES

The corridor today is dominated by auto-oriented development that facilitates speeding cars and neglects pedestrian access, which fosters and reinforces an environment of auto-dependent living and sprawling land use. The streetscape has sidewalks that are frequently interrupted by wide driveways and there are few opportunities for safe pedestrian crossings. The streetscape has a fragmented character that looks cluttered and unattractive. Development patterns with conventional strip malls give a common place sense lacking a unique identity or pedestrian appeal. Some of these developments are also under performing with vacancies or undesirable businesses that are not catering to the local community.



Typical streetscape environment along US 13 in 2016 with limited amenities or aesthetic appeal.



The landscape is dominated with auto-oriented development and minimal public open space.

## GOALS

1. Establish urban design standards that create a sense of visual continuity and aesthetic appeal.
2. Encourage development to be more pedestrian scale along the streetscape and throughout the property.
3. Slow down traffic and improve pedestrian, bicycle, and transit access.

# SWOT ANALYSIS

## OPPORTUNITIES

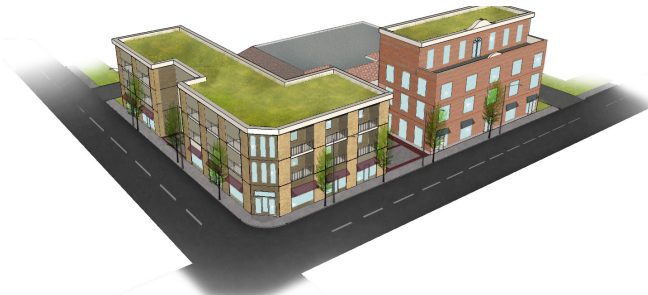
As the community grows, new development is already starting to take hold in Salisbury. The trends are favoring more urban, walkable, and mixed-use development in downtown and along parts of the Salisbury Boulevard Corridor. Infill and adaptive reuse development increase economic growth, and redevelopment can provide an overall improvement to community character and identity. In 2016, the Salisbury Boulevard corridor has several large parcels that can be redeveloped as a whole, and smaller parcels may be aggregated together for larger redevelopment potential.

Opportunities for transportation enhancements can also strengthen the community and spur economic growth. Providing multi-modal choices in the way people move through the corridor will open up opportunities for more development that is less dependent on cars. This can help increase density with less expansive parking lots, which can help increase the economic performance of each property. Providing more options

with transit, biking, or walking can also improve safety, mobility, and economic growth opportunities for community members who either do not have access or do not wish to use automobiles. The planned rail trail connecting north south and the greenway connecting east west will also greatly improve connectivity with better pedestrian and bicycle access and serve as a key transportation link and a recreational amenity.



Typical low-density commercial development patterns along US 13 in 2016



Infill development can increase density and economic development

## GOALS

1. Identify development and redevelopment opportunities. High priority sites should serve as the catalyst for additional investments that will help to realize the corridor vision incrementally.
2. Update zoning and regulatory environment to make it easier to implement the vision, while making it much more difficult to maintain the status-quo.
3. Expand the transit system to provide more convenient and reliable service to the communities and destinations along Salisbury Boulevard and Downtown Salisbury.
4. Move forward with plans for the north south rail trail and east west greenway.



# THREATS

Often times, people are averse to change. The proposed corridor transformation can be hard to imagine when few of the supporting elements are in place today. Communities may feel that certain development patterns and community characteristics have been in place for so

long, that change will be too difficult to achieve. Some may not want to change their habits and lifestyles because they don't feel comfortable with change. And, some businesses may become displaced with new development, and may not be aware of better options for their relocation.



New high density and mixed-use development is already happening along some parts of the corridor.

## GOALS

1. Establish a robust public engagement campaign to provide up-to-date information, solicit input, and build consensus on redevelopment strategies and design plans as these initiatives move forward.
2. Engage and partner with property owners to cooperatively plan and implement new development to meet the community's needs.
3. Ensure that displaced businesses are treated fairly and provided sound options and support for relocation.

# DESIGN CHARRETTE

The planning team hosted a community charrette to brainstorm ideas and opportunities along Salisbury Boulevard. The charrette focused on developing a vision for the corridor as a whole and for each of the character zones. During this meeting, a series of ideas and imagery were presented depicting potential redevelopment opportunities, and participants were invited to discuss and draw out their suggestions for transforming the corridor. The discussions were collaborative with people from different backgrounds and perspectives working together to come up with a vision for each character zone. Participants envisioned many opportunities and set forth the direction from which the planning process is moving forward.



# CORRIDOR VISION

This plan presents a sweeping vision and aspirations for the future of what the Salisbury Boulevard Corridor could be and how to get there. The vision incorporates the area's existing strengths and opportunities to transform the corridor into a vibrant, attractive, multi-modal, and mixed-use community. Salisbury calls itself "The Comfortable Side of Coastal" and it is a premier destination on the Delmarva Peninsula. Salisbury is where you want to be.



## VISION STATEMENT

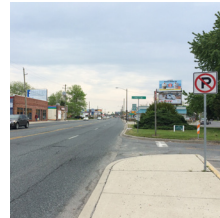
The Salisbury Boulevard Corridor will become the place that offers people of all ages and stages of life all the amenities and choices that make a comfortable, coastal life style complete. Salisbury residents are proud of their attractive, and culturally-rich Salisbury Boulevard Corridor, and people come from all over to visit.

# CHARACTER ZONES

The Salisbury Boulevard Corridor extends for about four miles through the City of Salisbury. Areas along the way have a different character with different needs and opportunities. Six distinct character zones have been identified along the corridor to represent area-specific market opportunities. Each character zone has its own unique characteristics and functions within the greater Salisbury area. Certain services are clustered together to meet a specific demographic market demand, and all together, the zones offer people in all stages of life the services and resources they need to live a happy, healthy, and thriving lifestyle in Salisbury.



Peggy Branch Zone



Family Destinations Zone



Downtown Zone



Hospital Zone

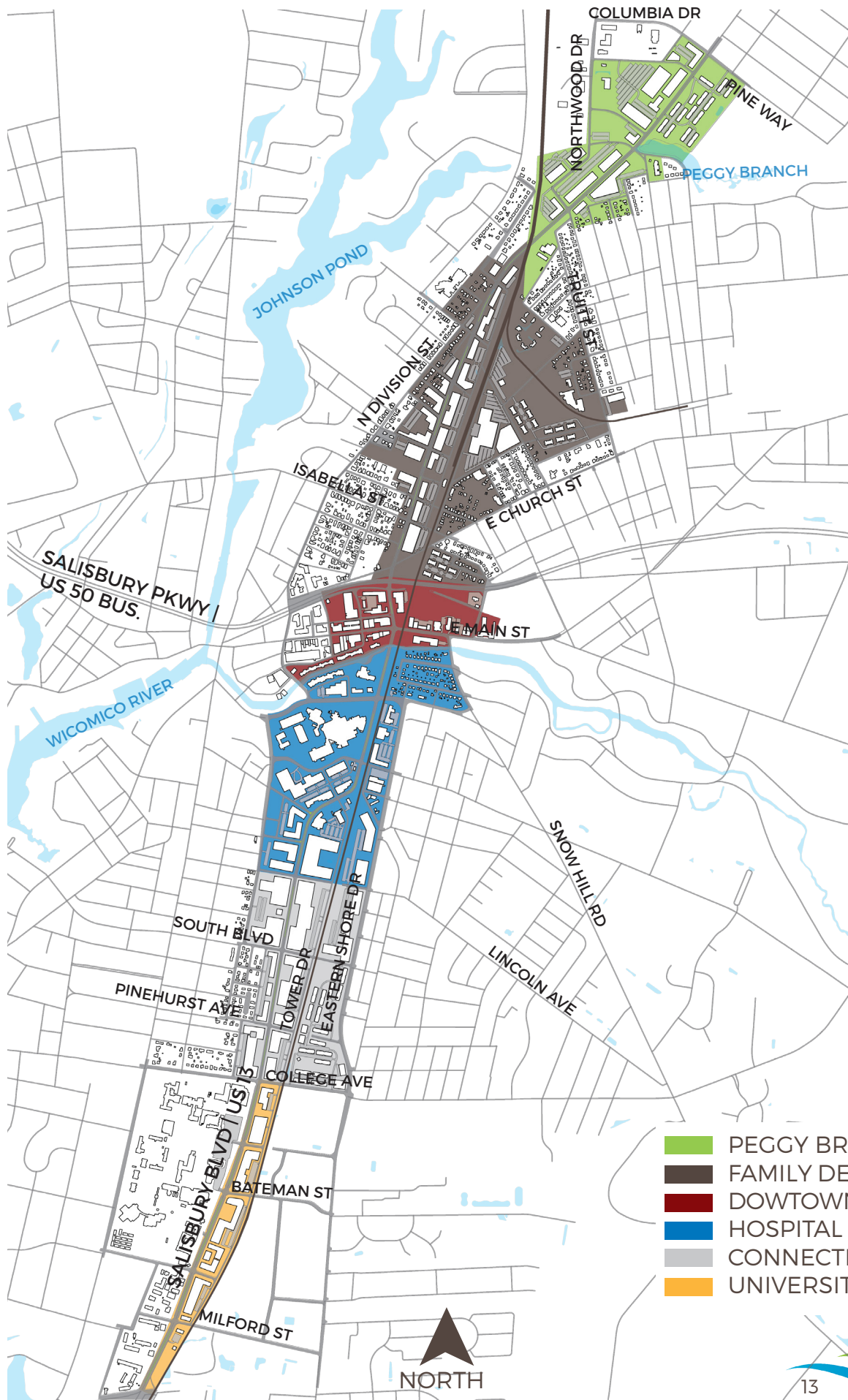


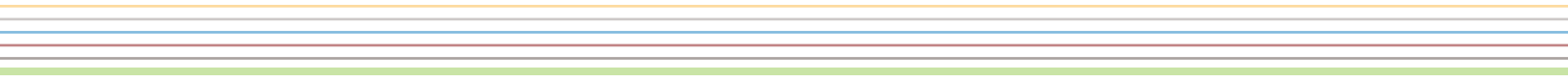
Connections Zone



University Zone

The current landscape is not representative of the vision for the corridor's future. In 2016, the US 13 corridor lacks a distinct sense of place.





# Character Zone Plans

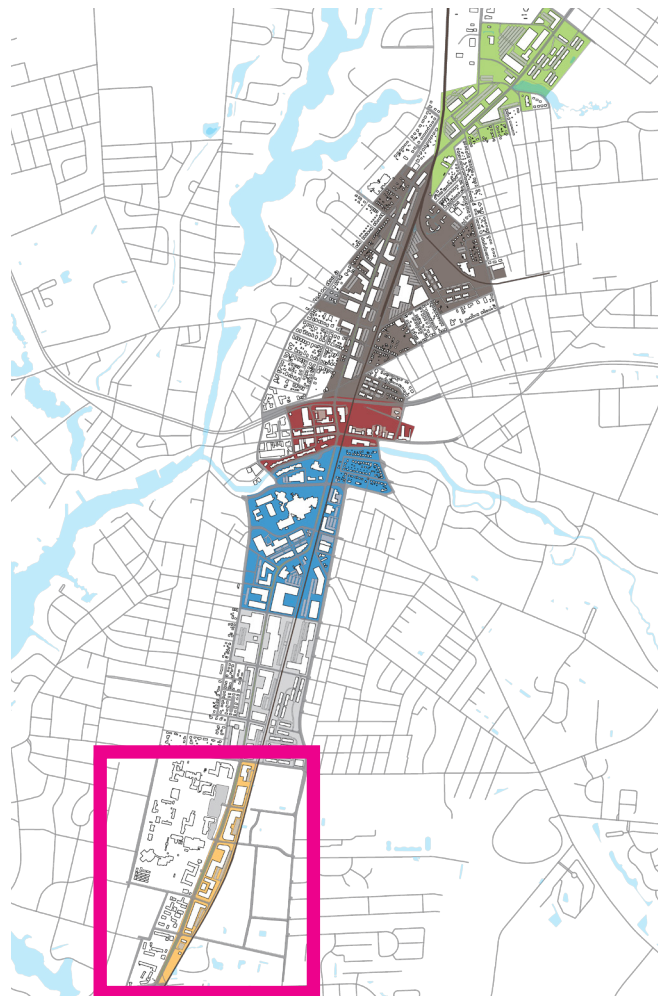
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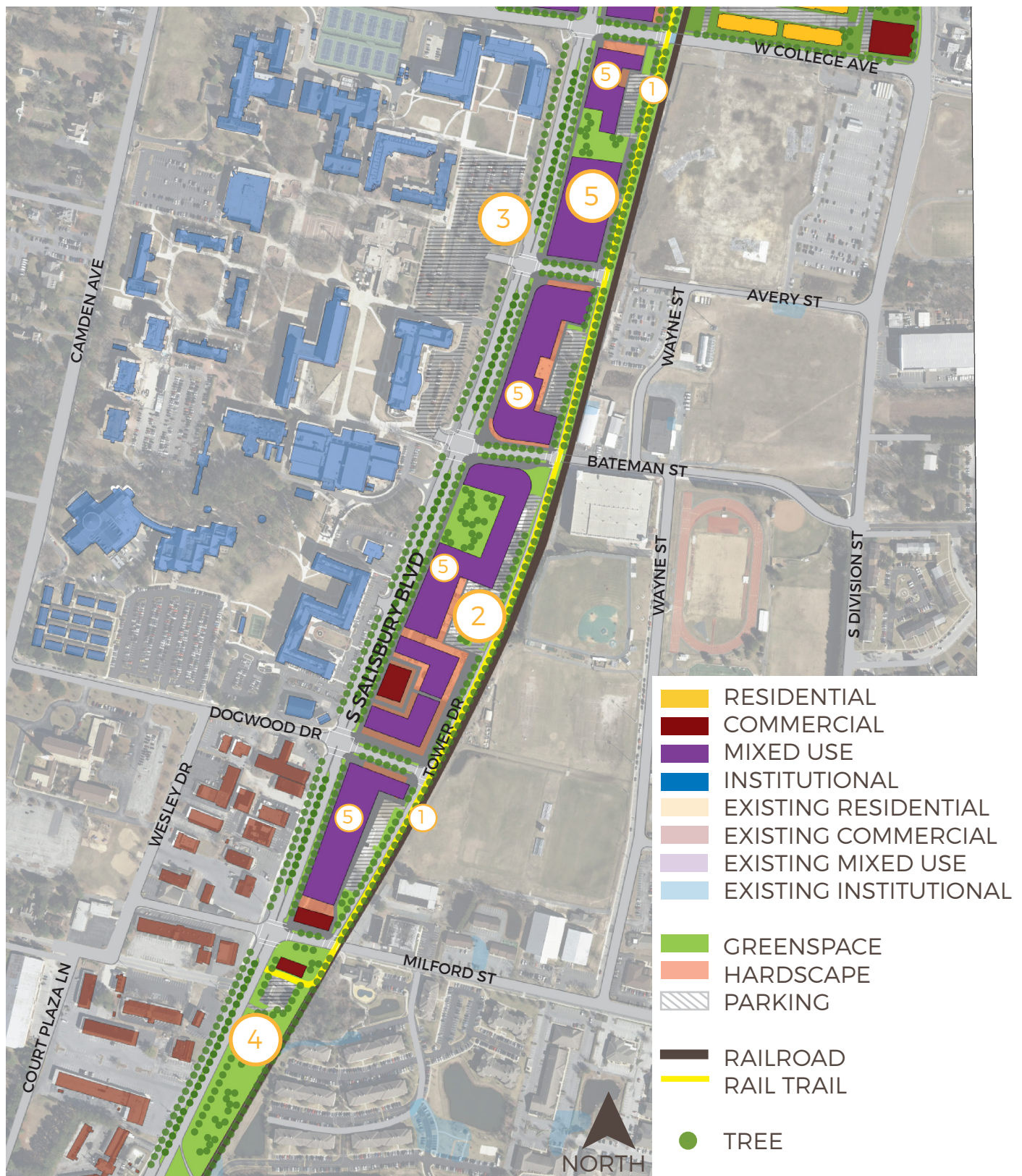
## VISION

The University Character Zone serves as a practical extension of the Salisbury University campus nestled between the western traditional campus and eastern athletic complex campus. The concentration of people coming to the university as their destination provides a unique and very strong market opportunity for redevelopment in this zone. As the university grows, so will demand for housing, retail, and amenities close by. This warrants higher density development sandwiched in a relatively confined area between the two campus settings. Tapping into this market potential will require a strong focus on pedestrian-scale design making the area very walkable and easy to get to from either side of campus and nearby neighborhoods. Mixed use development with ground floor retail and restaurants with upper floor apartments would create a new centrally-located student community.

Transportation patterns become more multi-modal providing community members the opportunity to travel safely without a personal vehicle. Campus is in walking distance, and frequent transit offers easy and reliable access to downtown Salisbury. A new north south rail trail will also provide easy pedestrian and bicycle access, and will be anchored at the southern end of town with a bike shop and café for trail users. The roadway network becomes more of a grid pattern with continuous sidewalks.

Storefronts face Salisbury Boulevard to engage with pedestrians. On street parking helps serve as a buffer between Salisbury Boulevard traffic and the sidewalks making for a more comfortable streetscape. On street parking also helps reduce the need for parking on each property and increase developable land for higher densities. Designated crosswalks are at all signalized intersections, and are enhanced with pedestrian bump outs and highly visible crosswalk markings. Tower Road is extended to run parallel to Salisbury Boulevard offering an alternative north-south route and local access to each property.







## PROPOSED PROJECTS

### 1 TOWER DRIVE

Extending Tower Drive as a parallel route to US 13 helps establish a grid network. It provides the opportunity to facilitate new development patterns with rear access allowing a stronger frontage and uninterrupted streetscape along Salisbury Boulevard.



In 2016, tower road runs parallel to US 13 for only a few short blocks. However, some developments use it for rear access.

### 2 RAIL TRAIL

Building the rail trail serves as an important north-south link for pedestrians, bicyclists, and other recreational trail users. This provides a more comfortable alternative to walking or biking on the main roads and provides a new thoroughfare that improves access for new businesses that cater to pedestrians.



A trail parallel to the existing railroad can serve as a central spine and alternative link for pedestrians and cyclists throughout the Salisbury Boulevard Corridor.

### 3 SALISBURY BOULEVARD STREETSCAPE

The streetscape along US 13 would have more of a boulevard appearance with street trees, landscaped medians, and wide sidewalks. This section of roadway has ample right of way and can also accommodate on street parking, which can help reduce the size of parking lots for adjacent businesses and help to calm traffic speeds. Crosswalks should be incorporated at every intersection, and median fencing can be used to deter jaywalking. Bump outs at corners can help improve pedestrian visibility and crossing distances, and free right turn movements should be eliminated. Decorative lightings, banners, and street furniture can add aesthetic appeal and pedestrian comfort. Building driveways should not bisect the Salisbury Boulevard streetscape. Rather, they should be accessible by side streets or back streets, keeping the sidewalk along Salisbury Boulevard uninterrupted.



Streetscaping should incorporate wide sidewalks and landscaping to make a comfortable pedestrian environment. Landscaped and fenced medians can help to funnel pedestrians to cross only at designated crosswalks.

### 4 GATEWAY PARK

The thin strip of land offers an excellent opportunity to provide access to public open space and the southern terminus of the planned Rail Trail. As the southern gateway into Salisbury, this park could house ornamental features like seasonal landscaping, a gateway sign, and trail head amenities, such as bike rentals, an ice cream parlor, picnic areas, a tot lot, restrooms, bike racks, and parking. This open space can also accommodate green infrastructure to help manage and infiltrate stormwater runoff.



New parkland can serve as a community gateway with expanded greenspace around the trailhead and opportunities for green infrastructure.

## PROPOSED PROJECTS

### 5 INFILL DEVELOPMENT

New development in this zone can cater to the University atmosphere. Retail space offering shops and cafes targeting student, staff, and faculty members should be located along the ground floor with frontage on Salisbury Boulevard. Upper floors could provide apartments for students and professionals alike. This area has a more urban look and feel, with building heights between three to six stories, depending on market demand. Parking is located either to the rear of the building or internal to the building, and is not located along the Salisbury Boulevard frontage.



Economic growth will cluster around the University. New development should increase density and offer more retail, restaurants, and housing.

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## ECONOMIC BENEFITS

Over time, the gradual transition from low-density commercial development to higher-density mixed use will expand economic activity within the University Character Zone, making its economy simultaneously more complex and less vulnerable to the generational process of age and decline that typically befalls American commercial strips.

Yet while the overall level of economic activity is expected to increase simply by virtue of greater density and the addition of a residential economy, this scale-based benefit may not be the most profound or important consequence of land use change. The more fundamental change will stem from the greater integration of Salisbury University with the City of Salisbury.

The 21st Century American economy will be rooted in the symbiotic relationship between knowledge-based institutions and the high-quality urban environments that surround them. Universities, which operate in a highly competitive environment, increasingly require vibrant neighborhoods to attract the best talent. At the same time, cities need highly

skilled graduates to remain in town after graduation, putting their human capital to work locally. By bonding students emotionally to the area, an attractive and dynamic “University District” simultaneously serves the needs of both institutions, while also setting the stage for more formal public/private partnerships around technology transfer and business incubation.

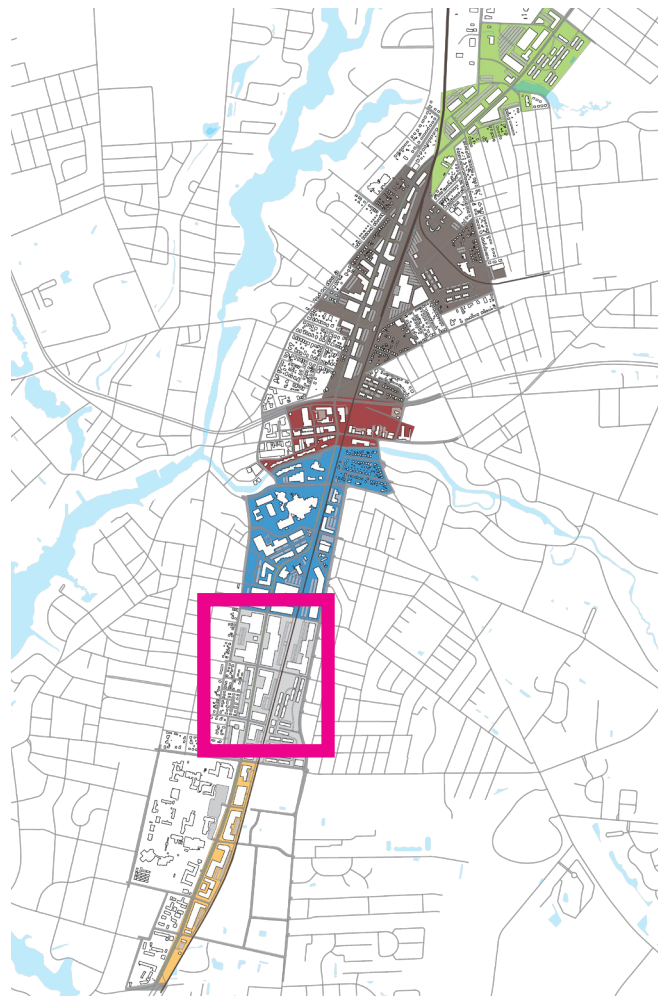
While the transformation of the Corridor around Salisbury University must be ambitious, it must also be tied to market realities, and careful to avoid unintended consequences. For example, residential projects along the Corridor must be carefully coordinated with the University to ensure they reflect the ideal number of students that the University would like to see living off campus. Similarly, retail should include a robust mix of offerings, but must not inadvertently cannibalize the growing downtown cultural scene. Care must be taken to create complimentary retail mixes for each Zone, with the University Zone providing comfortable everyday services, and downtown positioned as the premier location for specialty retail and nightlife.

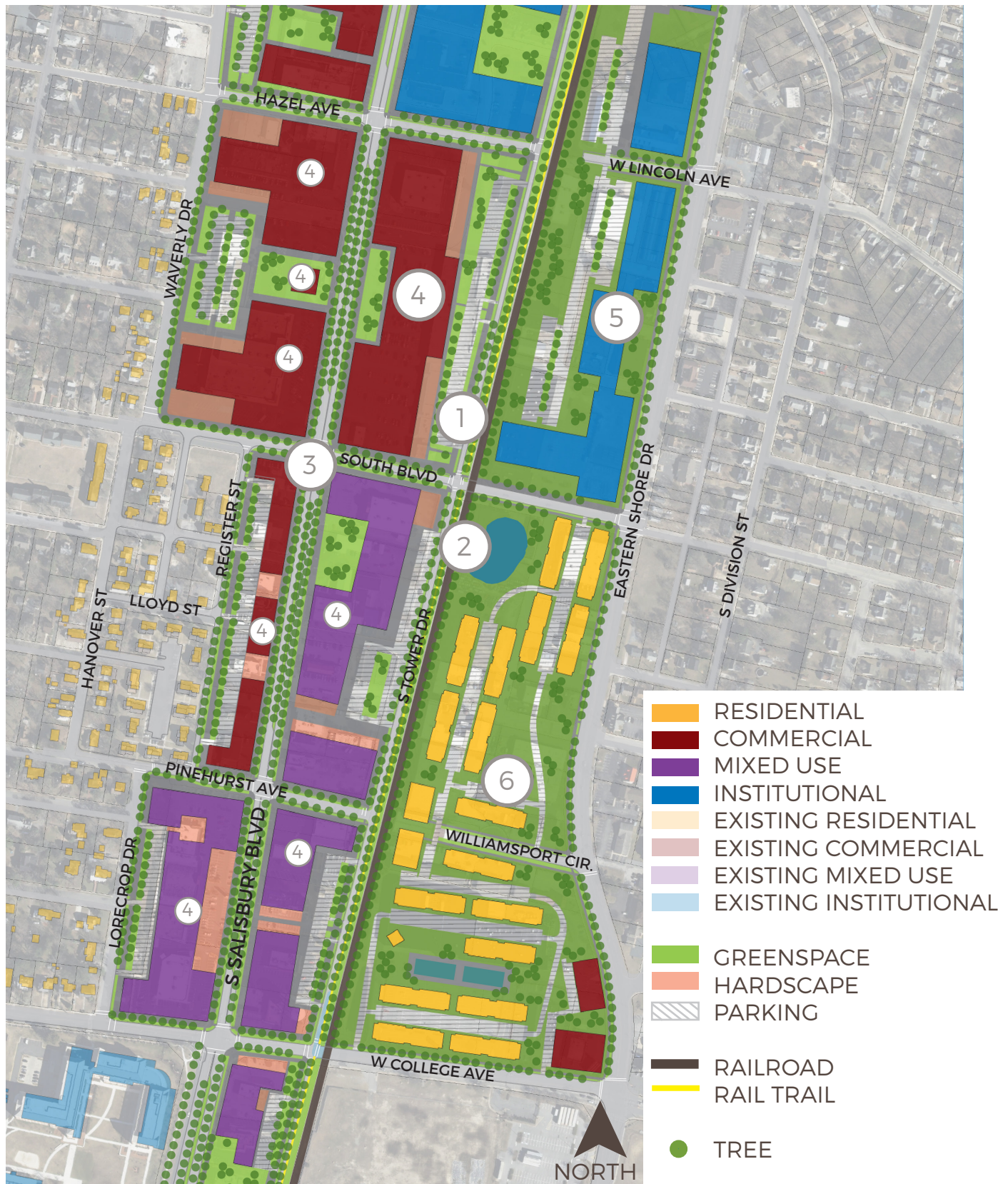


## VISION

The Connections Character Zone reinforces the linkage between the university with downtown and the hospital area, which are currently about a mile apart. Improving multi-modal transportation connectivity is imperative to the vision for this zone to facilitate convenient and accessible movement between and through this area. This area is uniquely poised for growth as downtown, the hospital, and the university related development grow towards each other and together in this zone. The Connections Zone will serve as a blend between the University, the hospital, and downtown as a priority district with concentrated mixed-use and higher density redevelopment supported by strong transit, bicycle, and pedestrian infrastructure. Frequent shuttle busses along with enhanced sidewalks and a new rail trail will give people more viable choices on how they can move through this zone and between other zones without relying on an automobile.

Redevelopment will emphasize community services. The corridor will remain predominantly commercial with retail space supporting the nearby communities, along with some apartment housing and office space that can support the growing University and hospital. Retail should offer people living nearby the services they need, such as grocery stores, restaurants, banks, and specialty stores. As the University influences growth north and the hospital influences growth south, it's anticipated that student housing and supporting retail will cluster closer to the University, and commercial office and medical services will cluster closer to the hospital.





## PROPOSED PROJECTS

### 1 TOWER DRIVE

Extending Tower Drive as a parallel route to US 13 helps establish a grid network. It provides the opportunity to facilitate new development patterns with rear access allowing a stronger frontage and uninterrupted streetscape along Salisbury Boulevard.



The streetscape should incorporate traffic calming features such as medians and street trees, which will also help make the corridor more attractive.

### 2 RAIL TRAIL

Building the rail trail serves as an important north-south link for pedestrians, bicyclists, and other recreational trail users. This provides a more comfortable alternative to walking or biking on the main roads and provides a new thoroughfare that improves access for new businesses that cater to pedestrians.



The rail trail will become a significant amenity, which can generate economic development.

### 3 SALISBURY BOULEVARD STREETSCAPE

The streetscape along Salisbury Boulevard should continue the landscaped boulevard design with street trees, landscaped medians, and wide sidewalks. Crosswalks should be incorporated at every intersection, and median fencing can be used to deter jaywalking. Free right turn movements should be eliminated to extend the safe crossing period for pedestrians. Decorative lightings, banners, and street furniture can add aesthetic appeal and pedestrian comfort. Building driveways should not bisect the Salisbury Boulevard streetscape. Rather, they should be accessible by side streets or back streets, keeping the sidewalk along Salisbury Boulevard uninterrupted.



### 4 INFILL DEVELOPMENT

New development in this zone should blend with higher density development pressure coming from the University to the south and the Hospital to the north. Restaurants and retail space should be located along the ground floor with frontage on Salisbury Boulevard, and should cater to the surrounding communities on all sides. Convenience shopping with grocery stores, pharmacies, hardware stores, and banks should be blended with other desired services like coffee and donut shops, salons, book stores, and family-friendly restaurants. Upper floors could provide apartments for students and professionals or can provide office space for the growing hospital and related services. This area has a more urban look and feel, with building heights between three to six stories, depending on market demand. Parking is located either to the rear of the building or internal to the building, and is not located along the Salisbury Boulevard frontage.



Infill development should have minimal setbacks with ground floor retail. Parking should be to the rear or internal to the buildings.



## PROPOSED PROJECTS

### 5 HOSPITAL EXPANSION

Within this zone, hospital expansion is occurring and should continue to cluster in this area. As new buildings are built, they should be sensitive to surrounding communities. Buildings along Salisbury Boulevard should maintain a more urban feel with three to six stories, and buildings a block or more off of Salisbury Boulevard should step down to a maximum of three stories.



Big box commercial development doesn't have to be sprawling, but can fit into high density developments too.

### 6 APARTMENT COMMUNITY

As the University grows, so will the need for additional housing. New apartment communities will help fill the need for student housing, and should be located so that they are not impacting established neighborhoods. New apartment communities in close proximity to campus offering amenities that students want, like transit and trail access, fitness center, convenience shopping, and spaces to “hang out”.



New residential communities can accommodate the University's growth without having an impact on surrounding communities.

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## ECONOMIC BENEFITS

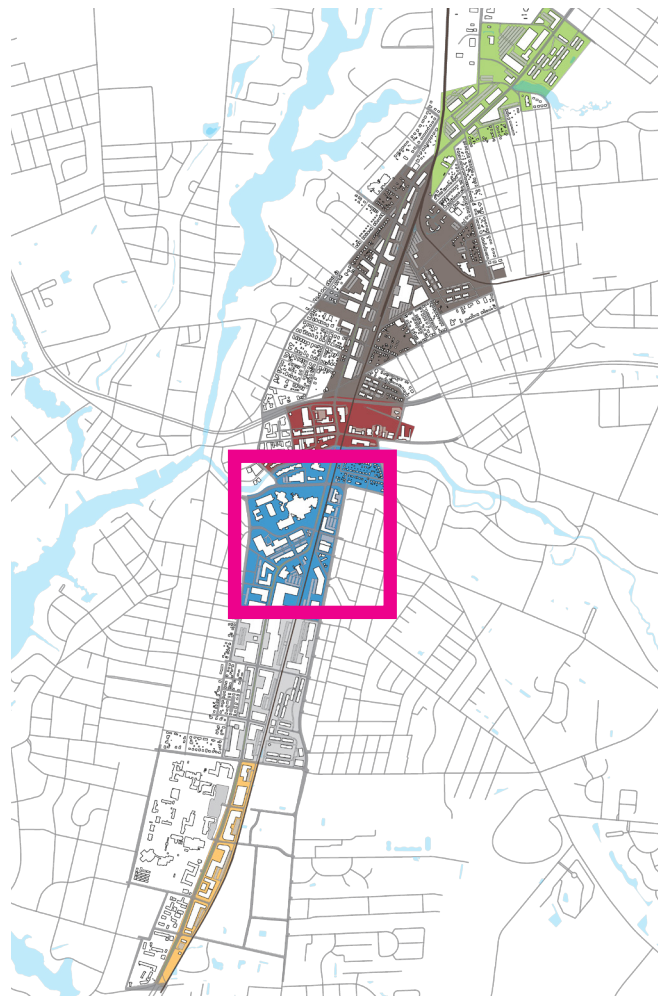
Situated between the University Zone and the Hospital Zone, this area is not defined by the presence of a large anchor, but rather by the sheer volume of commerce that is transacted there.

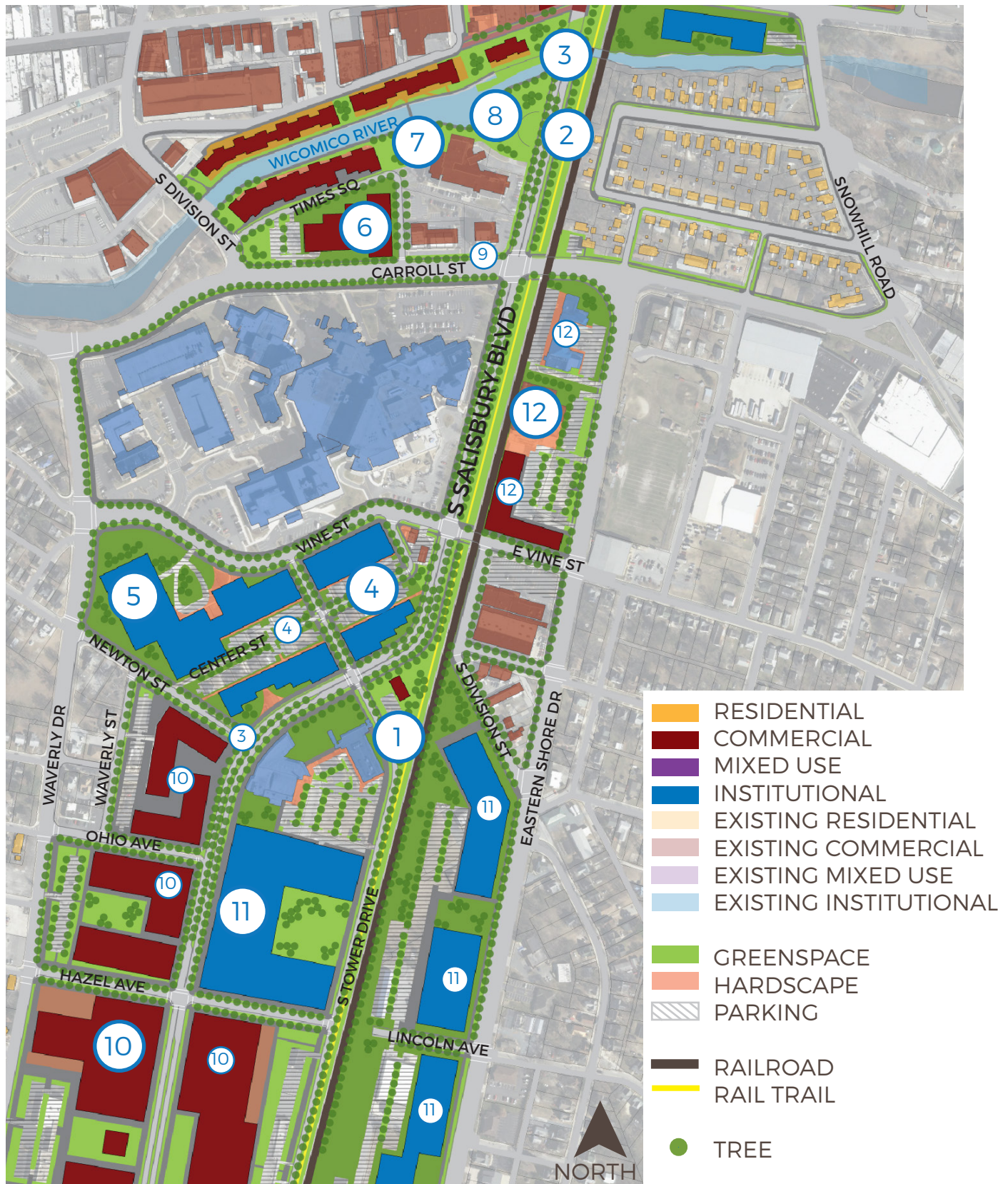
By making the corridor more aesthetically pleasing, the City can encourage complimentary private investments and combat the gradual decline of the building stock. Similarly, by making the area comfortably accessible by more modes of travel, it will better integrate the retail corridor into the adjacent residential neighborhoods. These changes, while not utterly transformative, will stabilize this section of the Corridor while larger changes take place around the University and the Hospital, allowing those new investment to gradually extend towards one another.

## VISION

The Hospital Character Zone serves as a regional medical hub centered around Peninsula Regional Medical Center. This zone includes the current hospital facilities as well as areas for the hospital to grow. The pattern of mixed-use and higher density redevelopment continues with a more campus-like atmosphere emphasizing the ability to walk between buildings and other amenities nearby.

The zone extends to the south shore of the Wicomico River waterfront with opportunities for more civic open space and amenities. The waterfront transforms into a destination unto itself with a greenway trail, amphitheater, and new cafes. Pocket parks and greenspace offers opportunities for respite, healing, and relaxation. Also, adding a hotel invites guests to the hospital, downtown, and university with a convenient and centrally located place to stay while visiting Salisbury. Together, these amenities transform the hospital zone into a thriving community core.





## PROPOSED PROJECTS

### 1 TOWER DRIVE

The extended Tower Drive should turn towards Salisbury Boulevard creating a new signalized intersection with access the hospital and a gateway into southern Salisbury.

### 2 RAIL TRAIL LINEAR PARK

The rail trail continues through this zone and the greenspace around it becomes a more park-like setting with trees and landscaping. Division Street is realigned and cut off to avoid another on street crossing and improve safety by channeling traffic to the Vine Street intersection. A new bridge crossing over the Wicomico River is needed for this trail to continue north.

### 3 SALISBURY BOULEVARD STREETScape

The streetscape along Salisbury Boulevard should continue the landscaped boulevard design with street trees, landscaped medians, and wide sidewalks. Crosswalks should be incorporated at every intersection, and median fencing can be used to deter jaywalking. Free right turn movements should be eliminated to extend the safe crossing period for pedestrians. Decorative lightings, banners, and street furniture can add aesthetic appeal and pedestrian comfort. Building driveways should not bisect the Salisbury Boulevard streetscape. Rather, they should be accessible by side streets or back streets, keeping the sidewalk along Salisbury Boulevard uninterrupted.



Salisbury Boulevard's streetscape should represent a true boulevard aesthetic with street trees, sidewalks, and buried utility lines.



Trails should link together open space that offers a nice amenity for hospital visitors, staff, and nearby communities.

#### 4 HOSPITAL GATEWAY BUILDINGS

The new Peninsula Medical Center south gateway should be flanked with signature buildings and an attractive streetscape with decorative landscaping and open space. These buildings should make a statement in keeping with the more urban context, and should be among the tallest buildings along the corridor at six to eight stories.

#### 5 STRUCTURED PARKING

As the hospital grows and people from across the region come here for their medical services, parking expansion will be needed. In keeping with the higher density, urban environment in this zone, parking expansion should be structured with up to six stories keeping more developable land available for new buildings or open space.



Architecture can serve as a signature landmark and gateway.

## PROPOSED PROJECTS

### 6 WATERFRONT HOTEL

Peninsula Regional Medical Center, the University, and other destinations throughout town will attract more people to visit Salisbury. This zone is a central location convenient to many destinations and resources, and offers a good opportunity for a new hotel space. The hotel should blend with the urban context with a height between six and eight stories, and attractive and pedestrian friendly site design. The hotel should be situated as a walkable destination closely linked with sidewalks to other destinations nearby, like the hospital and the Wicomico waterfront.



A luxury hotel would be a great amenity centrally located in the hospital zone catering to visitors attracted to many different destinations in Salisbury.

### 7 WATERFRONT PARK

The waterfront park along the Wicomico River should become a destination unto itself with a continuous walkway on both sides, multiple gathering spaces integrating sculptures and artwork, and quaint cafes where people can get a meal or just a drink, a snack, or a dessert and sit outside. The space can also be used for community events like a farmers market or festivals.



Salisbury's waterfront can be developed similar to the river walk in San Antonio with a promenade, landscaping, shops, and cafes making it a destination unto itself.

## 8 AMPHITHEATER

A large public gathering space can be used for larger events like concerts or plays, and would serve as a focal point of the waterfront park.

## 9 CARROLL AVENUE TRAIL

A separated walking and biking path along Carroll Avenue can help serve as a critical link along the planned east/west Greenway and crossing at downtown. Ultimately, this Greenway is planned to cross Salisbury Boulevard at East Main Street, but until the railroad bridge can be widened to accommodate the space for a trail, the temporary alignment will follow Carroll Avenue and then head towards City Park to the east.

## 10 INFILL DEVELOPMENT

New development in this zone should blend with higher density development associated with the Hospital. Restaurants and retail space should be located along the ground floor with frontage on Salisbury Boulevard, and should cater to the Hospital community offering places to grab lunch or sit down for a meal, as well as pharmacies, medical supply stores, and other shops. Upper floors could provide office space for the growing hospital and related services. This area has a more urban look and feel, with building heights between three to six stories, depending on market demand. Parking is located either to the rear of the building or internal to the building, and is not located along the Salisbury Boulevard frontage.



Waterfront amenities should also include cafes and outdoor eateries.



An amphitheater can become the central focal point of the new and improved Salisbury Waterfront.

## PROPOSED PROJECTS

### 11 HOSPITAL EXPANSION

As the hospital grows, new buildings will cluster nearby. Outlying hospital buildings with doctor's offices or outpatient services should continue to expand within this zone. Buildings in this area should maintain a pedestrian-oriented site design with reduced setbacks and frontage on Eastern Shore Drive with parking situated to the side or rear of the buildings. Heights should step down to a maximum of three stories to being blending with the lower density development outside the corridor.



Commercial development should be compatible with the surrounding neighborhoods.

### 12 COMMERCIAL EXPANSION

Existing commercial sites along Eastern Shore Drive have room for infill development expanding commercial and retail space among the existing site footprint. This will help reach a higher and best use of the property increasing economic performance and tax revenues.

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## ECONOMIC BENEFITS

While the Hospital is Salisbury's largest employer, and a great hub of economic activity, the power of this economic engine remains focused inward. As a result, the presence of the hospital has not yet stimulated the wide array of complimentary retail uses that could be servicing both its staff and its visitors.

The La Quinta Inn is, in a sense, the exception that proves this rule. While it is obvious that hospital visitors might need a place to stay when seeking outpatient treatment or visiting a loved one, their material needs are not limited to just shelter. And given the obvious emotional strain of any illness, visitors may be eager to leave the confines of the hospital to clear their heads, while still remaining physically close in case of emergency. This suggests a market opportunity to provide food, coffee, or drinks in a peaceful and nurturing environment immediately adjacent to the hospital.

Without a car, the current offerings for such services are limited, and the pedestrian connections to the available options are weak. It is worth noting that the Evolution Craft Public House and the Eastern Shore Pharmacy are both directly across the street from the hospital, yet are isolated by the barrier of Route 13.

Similarly, the pedestrian and wayfinding connections between the hospital and downtown remain weak. Just as there is a real opportunity to provide housing on the southern side of downtown that serves the needs of hospital employees, there is an overarching opportunity to create a symbiotic relationship between the hospital and downtown. By integrating both sides of the Wicomico River, Salisbury has the chance to create a rich and mutually-reinforcing mixture of economic and cultural activities.

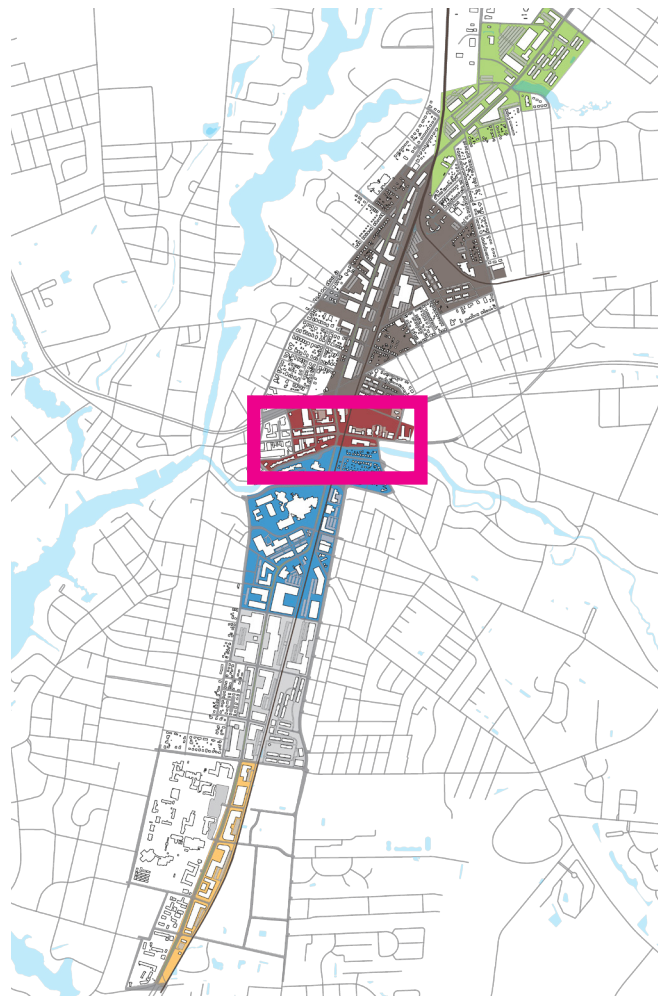
# DOWNTOWN

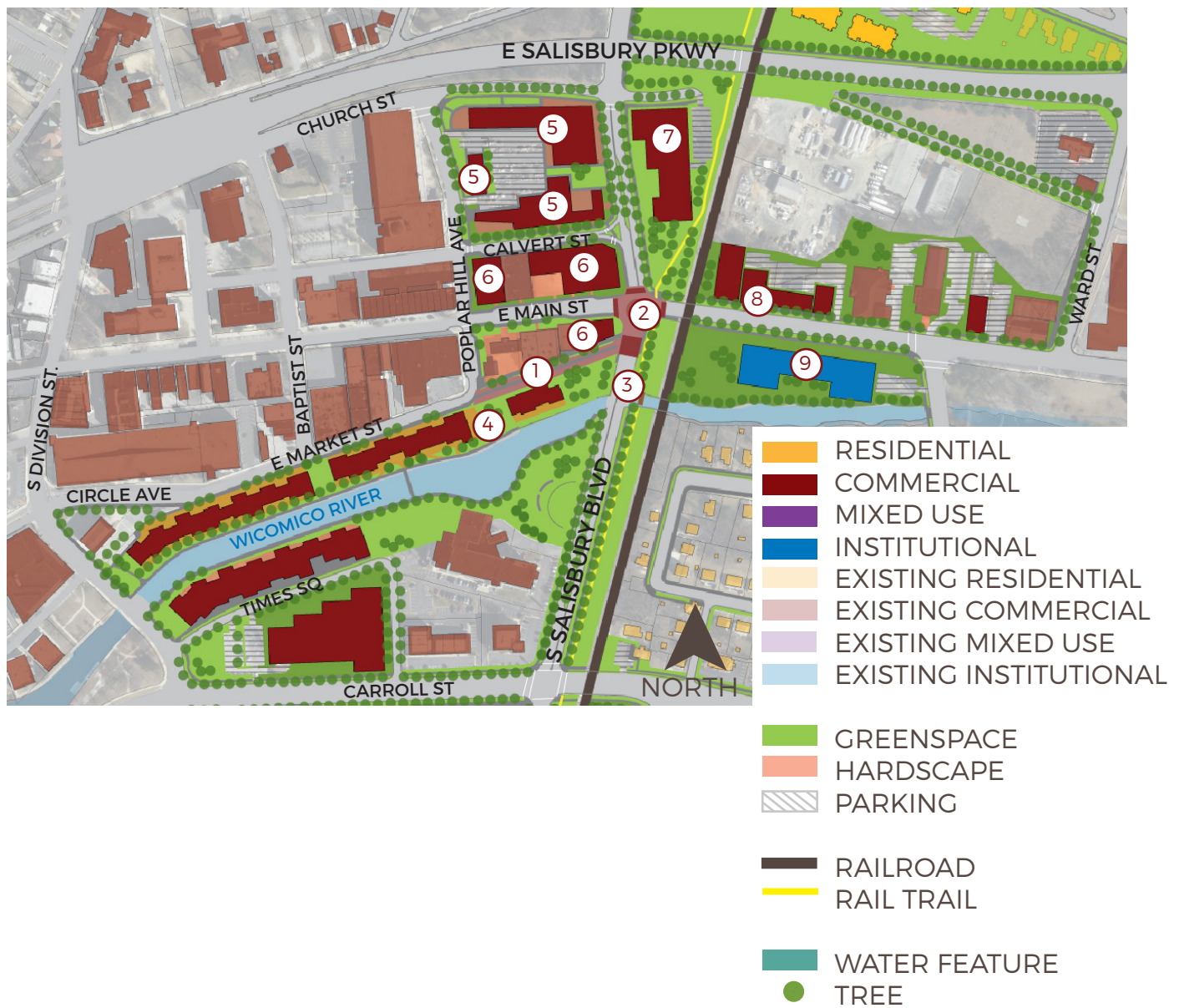
## VISION

Downtown Salisbury is the center of the community and the center of the corridor. A sense of arrival along the corridor into downtown establishes its prominence and importance. Pedestrian access is prioritized with enhanced accommodations and streetscape beautification on Salisbury Boulevard. New infill development sensitively blends with existing buildings to complement the overall historic context. New and improved transit, bicycle, and pedestrian access brings people into downtown from the surrounding area without a car, and those driving into downtown can park in one location and walk to all their destinations throughout downtown.

Development patterns reflect that downtown is the corridor's main attraction. Buildings are multi-stories and have a reduced setback fronting directly onto the sidewalk. The ground floor is oriented towards the street with active retail and restaurant spaces, and signage is designed at the pedestrian scale incorporated onto the buildings. Architectural features are designed at the pedestrian scale with awnings, large windows, decorative lighting, and landscaped planter boxes. Parking is on street, along the backside of buildings, or in garage structures.

The waterfront becomes a main civic attraction unto itself. A continuous greenway runs along the waterfront lined with pocket parks, retail shops, and cafes facing the water. Market Street running parallel to the waterfront transforms into a much more people-oriented streetscape emphasizing pedestrian comfort over vehicle throughput. The waterfront becomes a space for community festivals and gatherings, and also connects to a new amphitheater across a pedestrian bridge overlooking the river.





## PROPOSED PROJECTS

### 1 MARKET STREET WOONERF

This block should celebrate that streets are public spaces. Pedestrian friendly streets are great for business and make a lasting impression on people who experience them. Automobiles will not be prohibited, but a combination of expanded sidewalks and decorative features will make this street primarily oriented for pedestrian use. Pavement patterns along with signal timing adjustments can move the majority of through traffic north onto Main Street, which also helps to simplify the already complicated five-point intersection with Salisbury Boulevard.

A **woonerf** is type of a street often found in European cities that emphasizes the street as a public space. These are streets that will typically have low traffic and high pedestrian activity, and are designed to emphasize the space as belonging to the pedestrian first with vehicular traffic for special events or at special times of day, but typically allow limited vehicular access.



Example of a woonerf street in Silver Spring, Maryland

### 2 EAST MAIN STREET INTERSECTION

This is a key intersection in Salisbury and should be upgraded. Streetscaping should establish a sense of place central to downtown and the corridor and improve pedestrian comfort and ease in crossing. Decorative pavement and extended medians will help to improve aesthetics and help calm traffic.

### 3 RAIL TRAIL PARK AND RAILROAD BRIDGE REPLACEMENT

The rail trail continues through the downtown zone in a linear park setting situated between Salisbury Boulevard and the rail tracks. Public art, benches, shade trees, and landscaping are incorporated throughout the Rail Trail Park. Other trail amenities like drinking fountains and bike pumps can improve the experience for trail users. The railroad bridge over East Main Street should be expanded to accommodate space for a trail along East Main Street. The rail trail will cross over East Main Street at grade, and then ramp up to following the railroad and cross of Route 50 above grade.



Example of a woonerf street in Charlottesville, Virginia

## 4 WATERFRONT PARK

The waterfront park along the Wicomico River should become a destination unto itself with a continuous walkway on both sides, multiple gathering spaces integrating sculptures and artwork, and quaint shops and cafes where people can browse shops or sit outside at a cafe. The space can also be used for community events like a farmers market or festivals.

## 5 LOT E INFILL DEVELOPMENT

This existing parking lot is at the heart of Salisbury located directly at the crossroads of Route 50 and Route 13. Redeveloping this site as a signature gateway into downtown Salisbury helps reinforce the vision of downtown as a higher density, mixed-use destination offering a multitude of services and amenities. This space should be a mixed-use building with ground floor retail along with apartment or office space above. This should be a signature building up to eight stories with ample pedestrian-scale amenities throughout the site. Parking should be internal to the lot or integrated inside the building. A captive market from dwellers on the upper floors helps to bring customers to retail businesses and restaurants on the lower floors and throughout downtown.

## 6 DOWNTOWN INFILL DEVELOPMENT

Building expansions, adaptive reuse, and smaller development should fill in the gaps between buildings downtown today. These buildings should be sensitive to the surrounding historic context of downtown Salisbury with architecture that incorporates similar features and materials as the stately historic buildings there today. These buildings should maintain a similar height as adjacent buildings, typically around two to four stories. Setbacks should be oriented towards the streetscape keeping a unified façade along the streetscape.



The market street area is a great location for farmers markets and festivals.



The waterfront should incorporate amenities for everyone to enjoy, such as play fountains.



The downtown area already has a pedestrian oriented streetscape environment, and new development should blend seamlessly with the old.

# DOWNTOWN

## PROPOSED PROJECTS

### 7 HOTEL

As more people are attracted to Salisbury, visitors will want more hotel options in close proximity to the amenities downtown. This zone is a central location convenient to many destinations and resources, and offers a good opportunity for a new hotel space. The hotel should blend with the urban context with a height between six and eight stories, and attractive and pedestrian friendly site design. The hotel should be situated as a walkable destination closely linked with sidewalks to other destinations along Main Street and nearby.

### 8 EAST MAIN STREET COMMERCIAL DISTRICT

The downtown commercial district is expanding east, and new development along East Main Street should continue the pedestrian oriented feel of Main Street heading towards City Park. Commercial and retail establishments should locate along the street with minimal setbacks allowing for a pedestrian-scale streetscape. Parking should be located to the rear or sides of buildings, with vehicular access by side streets or back alleys. Architecture should step down to heights between one and three stories to start blending with the lower density development patterns further east.

### 9 HINGE ENVIRONMENTAL CENTER

The planned Hinge Environmental Center will establish another important resource and destination for downtown Salisbury. As presented in the *Envision Salisbury Downtown Master Plan* prepared by the University of Maryland, an environmental education and research center would showcase the importance of the Wicomico River and Chesapeake Bay along with local habitats and ecosystems. It should have a welcoming and pedestrian oriented frontage along East Main Street, and bridge the gap between downtown and City Park.



New businesses can locate and make new use out of old buildings downtown.



Green space should link together with the trail system, and should incorporate public art to give it an unique sense of place.

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## ECONOMIC BENEFITS

The University, the Hospital, and the Public Sector represent the three largest employers in Salisbury, and as such form three central pillars of the local economy. Yet Downtown Salisbury holds a special place among the three, because it also serves as the cultural heart of the Capital of the Eastern Shore.

Cultural and entertainment districts take the form of an aggregation economy. Contrary to what one would initially assume about the perils of competition, restaurants typically want to be around other restaurants, bars typically like to be around other bars, and vitality generally attracts vitality. This is because dynamic retail establishments gain prestige when they are located in areas that are fun, and areas become fun when they contain a critical mass of dynamic retail. In mature and well-branded districts, patrons often choose to go to the district, and select a specific destination only after arriving. (As this rich cultural life grows, it will also attract residents under the same logic).

It is critically important that Downtown continue to develop a strong reciprocal relationship with the University, particularly through the strategic programming of its new Gateway Building.

With regard to Salisbury Boulevard, the critical issue is to make sure that drivers are aware that they have arrived at such a destination. This will require the establishment of a symbolic gateway, combined with roadway treatments that encourage travelers to do more than just keep driving.

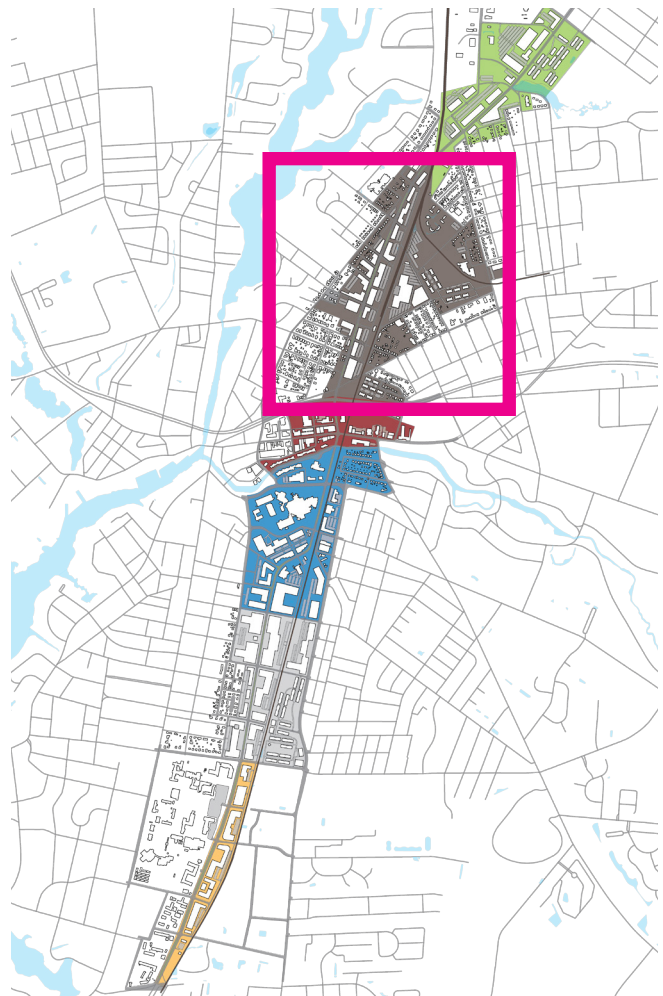
# FAMILY DESTINATIONS

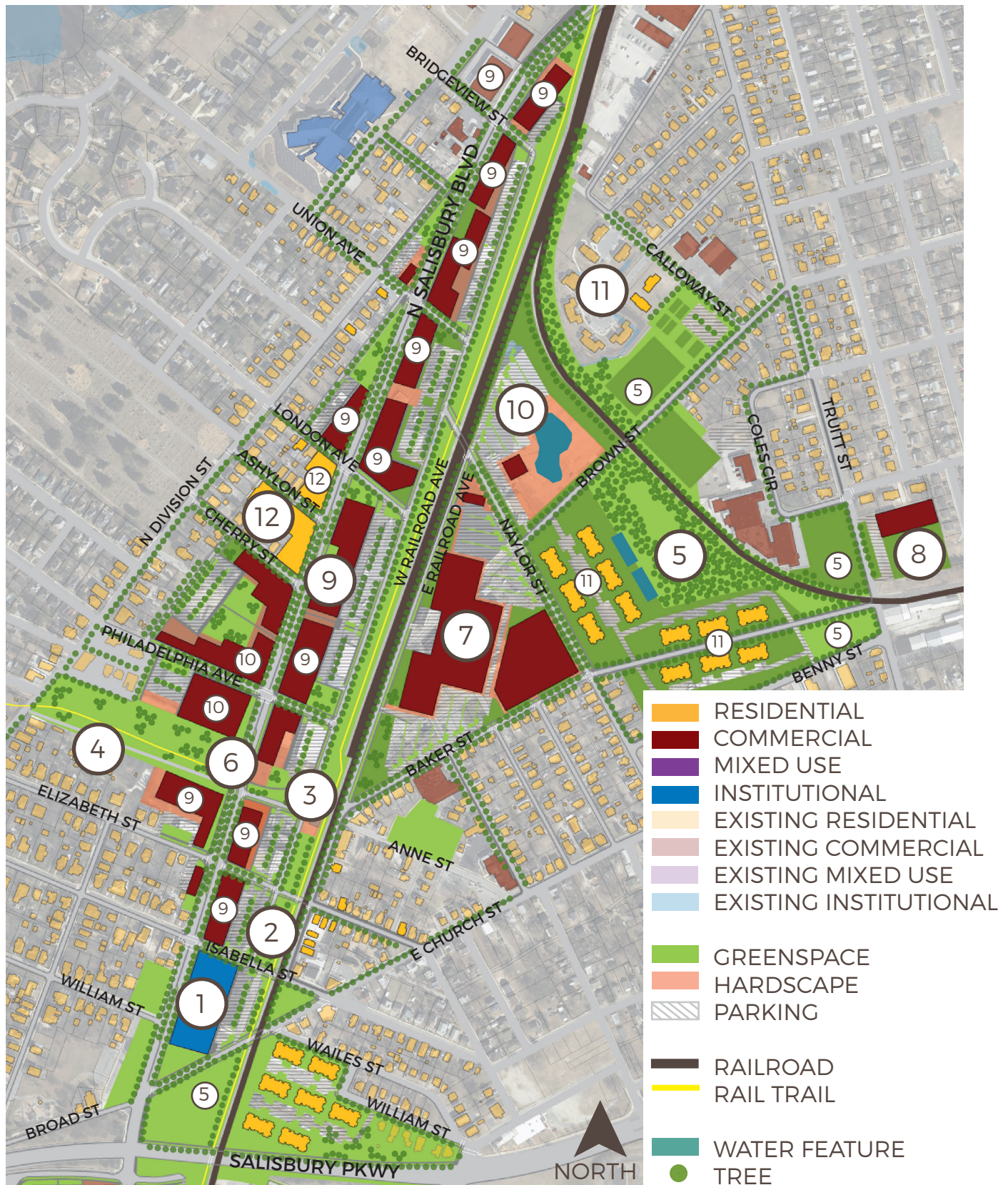


## VISION

The area north of downtown becomes a destination that meets the needs for families living in the Salisbury area. A focal point within this zone will be the new Community Recreation Center offering programs and amenities for families throughout the community. Another focal point is the historic train station, which can be converted into a café and bike rental serving patrons along the new north south rail trail. The development patterns along Salisbury Boulevard continue to front the street with parking in the rear, and access points to individual properties are connected by side streets and back lots. These destinations will become more accessible for pedestrians and bicyclists with an expansion of the trail network and pedestrian improvements.

Development in this zone has a lower density with fewer stories and typically a single commercial use rather than mixed-use. The businesses clustering in this zone offer family destinations like private recreational centers, music and dance schools, and specialized sports clinics. It also offers grocery stores, sit-down restaurants, banks, daycare centers, and other services your typical families need on a regular basis. Moving east of the corridor, under-performing industrial sites transform into new community retail centers, public open space, and housing making a better connection with the established communities nearby.





# FAMILY DESTINATIONS



## PROPOSED PROJECTS

### 1 CHURCH STREET FAMILY RECREATION CENTER

A public Family Recreation Center is planned in this Zone and will serve as a new anchor institution that helps to define this Zone as a family oriented community. This center will offer more recreational opportunities for people of all ages, and can become a great resource for the nearby neighborhoods. It can offer amenities like sports clinics, fitness center, daycare, computer lab, wellness classes, and job training. It can also serve as an important destination for people beyond the immediate area and help to expand downtown revitalization efforts to the north.



A new family recreation center will serve as an important destination and community asset.

### 2 RAIL TRAIL

The rail trail continues to follow parallel to the railroad tracks into the communities north of downtown. This provides an important link and alternative to driving along Salisbury Boulevard. The northern area has a stronger emphasis on recreation, and this trail also serves as an important component of the recreational network.



The historic train station represents an excellent opportunity for adaptive reuse.

### 3 ADAPTIVE REUSE OF HISTORIC TRAIN STATION

The historic train station is a community landmark and presents an excellent opportunity for adaptive reuse and to serve as an amenity along the rail trail. This location is a midpoint along the trail and can serve as an important gateway and trail head. The building should be renovated for commercial use. It's well suited to serve as a café, ice cream parlor, and bike shop / bike rental catering to trail users.

#### 4 WILSON STREET PARK AND RAIL TRAIL

The abandoned railroad that spurs off of the existing line is an excellent opportunity to expand the trail network and loop back towards downtown along the North Prong of the Wicomico River. The property along Wilson Street would be converted into parkland helping to enhance the trail environment. The trail would follow Wilson Street to Mill Street and connect with the proposed North Prong waterfront park presented in the Envision Salisbury Downtown Master Plan<sup>1</sup> prepared by the University of Maryland. the corridor at six to eight stories.

#### 5 PUBLIC GREENSPACE

Expanding open space and outdoor recreational opportunities will provide amenities for the nearby neighborhoods and overall community. Open space can be used as passive and active recreational space, to buffer residential properties from busier commercial and industrial sites, and incorporate green infrastructure to help manage and infiltrate stormwater runoff.

#### 6 SALISBURY BOULEVARD STREETSCAPE

The streetscape along Salisbury Boulevard should continue the landscaped boulevard design with street trees, landscaped medians, and wide sidewalks. Crosswalks should be incorporated at every intersection, and median fencing can be used to deter jaywalking. Free right turn movements should be eliminated to extend the safe crossing period for pedestrians. Decorative lightings, banners, and street furniture can add aesthetic appeal and pedestrian comfort. Building driveways should not bisect the Salisbury Boulevard streetscape. Rather, they should be accessible by side streets or back streets, keeping the sidewalk along Salisbury Boulevard uninterrupted.



More open space can provide the community with a place to gather and for kids to play.

<sup>1</sup> [http://www.ci.salisbury.md.us/wp-content/uploads/2012/10/DRAFT\\_DowntownMasterPlan.pdf](http://www.ci.salisbury.md.us/wp-content/uploads/2012/10/DRAFT_DowntownMasterPlan.pdf)

# FAMILY DESTINATIONS



## PROPOSED PROJECTS

### 7 NEIGHBORHOOD COMMERCIAL CENTER

The northern areas of Salisbury have fewer grocery stores, banks, pharmacies, and other community-oriented businesses, despite the large residential communities that surround the corridor. These communities will greatly benefit from closer proximity to these types of services and other family-oriented businesses like restaurants, book stores, consignment shops, salons, etc.

### 8 COMMUNITY FOOD CO-OP

Salisbury's economy and job market has always had a strong connection to agriculture. A community food co-op operates as a partnership between multiple groups or individuals with a product to sell. Alone, these groups or individuals may not have a large enough supply to warrant a full retail operation. Collectively, groups can band together and operate a Food Cooperative offering a multitude of products. The types of goods that work well in a Co-Op business include fresh produce, honey, baked goods, eggs, fresh meats, roasted coffee, etc. Handmade soaps, crafts, and locally produced paper goods are complementary products that also work well in a Food Co-Op business. These are great opportunities for entrepreneurs and small businesses to establish a market base and grow while also filling a need within their communities.



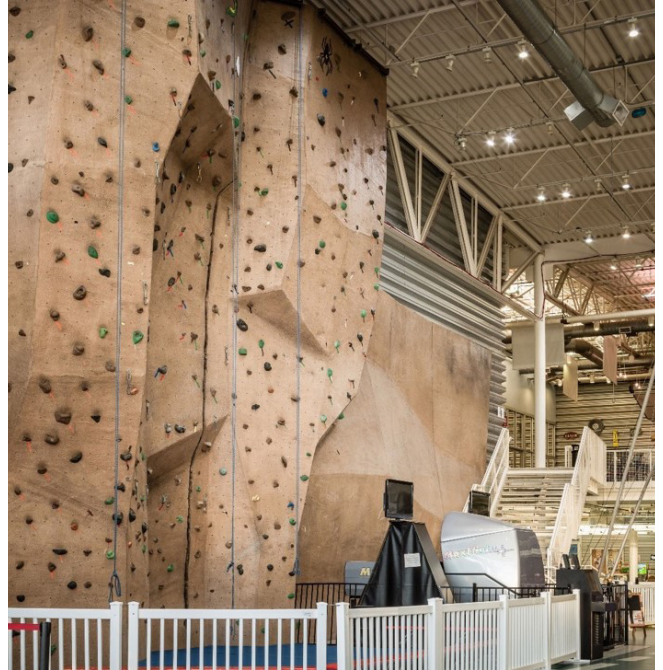
Commercial development should serve the needs of the local community. As shown in this example, parking can also be incorporated within the buildings or above retail space to reduce site footprint.

## 9 ADAPTIVE REUSE AND INFILL OF COMMERCIAL SITES

Commercial redevelopment along Salisbury Boulevard will upgrade existing buildings and infill with new buildings to strengthen the commercial corridor. New buildings will have a reduced set back with pedestrian-scale building frontages along the sidewalk and parking either to the side or the rear. Businesses should support the local community with grocery stores, banks, pharmacies, and other daily necessity businesses. These types of businesses cluster well with other family-oriented businesses like specialty sports clinics, kid's activity centers, restaurants, consignment shops, etc. Buildings are typically single use commercial up to three stories tall.

## 10 PRIVATE SPORTS AND RECREATION CENTER

Salisbury demographics includes many families with kids of all ages. Building upon this zone's theme to increase recreation for local families, a private sports and recreation center is well suited for this area to fulfill the need. This would be an organization, such as a YMCA, that offers sports clinics and organized team sports as well as less structured play space. This site would also include a swimming pool, playgrounds, and turf sports fields along with a fitness center and self-improvement classes. Additional amenities like water slides, rock climbing walls, and tennis courts would make this an important community destination. This site would complement the offerings at the City's proposed Recreation Center on Church Road, and help establish this zone as the destination in Salisbury for family-friendly sports and recreation.



New public and private recreational opportunities should be provided for kids, teens, and adults. Tot lots and sports fields should be accompanied with skate parks and rock climbing walls.

# FAMILY DESTINATIONS



## PROPOSED PROJECTS

### 11 TOWNHOUSE RESIDENTIAL COMMUNITIES

As Salisbury grows, the need for more housing will also grow. With corridor transformation, there will be a stronger market for housing in close proximity to the resources and amenities downtown and along Salisbury Boulevard. Enhanced transit, pedestrian, and bicycle routes will also increase market demand for centrally located housing. Townhouse redevelopment will help to strengthen existing communities.



Townhouses, condominiums, and apartments should offer attractive and affordable options for new housing in Salisbury.

### 12 APARTMENT | CONDO RESIDENTIAL COMMUNITIES

As Salisbury grows, the need for more housing will also grow. With corridor transformation, there will be a stronger market for housing in close proximity to the resources and amenities downtown and along Salisbury Boulevard. Enhanced transit, pedestrian, and bicycle routes will also increase market demand for centrally located housing. Apartment | Condo redevelopment will help to strengthen existing communities.

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## ECONOMIC BENEFITS

It is worth noting that the commercial corridor of Route 13 is surrounded on both sides by residential neighborhoods. While these neighborhoods vary by income and other demographics, they represent thousands of households that have chosen to make a life for themselves in the City of Salisbury. And yet they are singularly underserved by Salisbury Boulevard itself.

Given the extensive retail offerings located both to the north and south, it is not currently plausible for this area to compete for national retailers whose services are duplicated elsewhere. Therefore, new investment must fill a niche that is not currently met by the broader retail market -- and, preferably, one that would attract consumers from the adjacent neighborhoods.

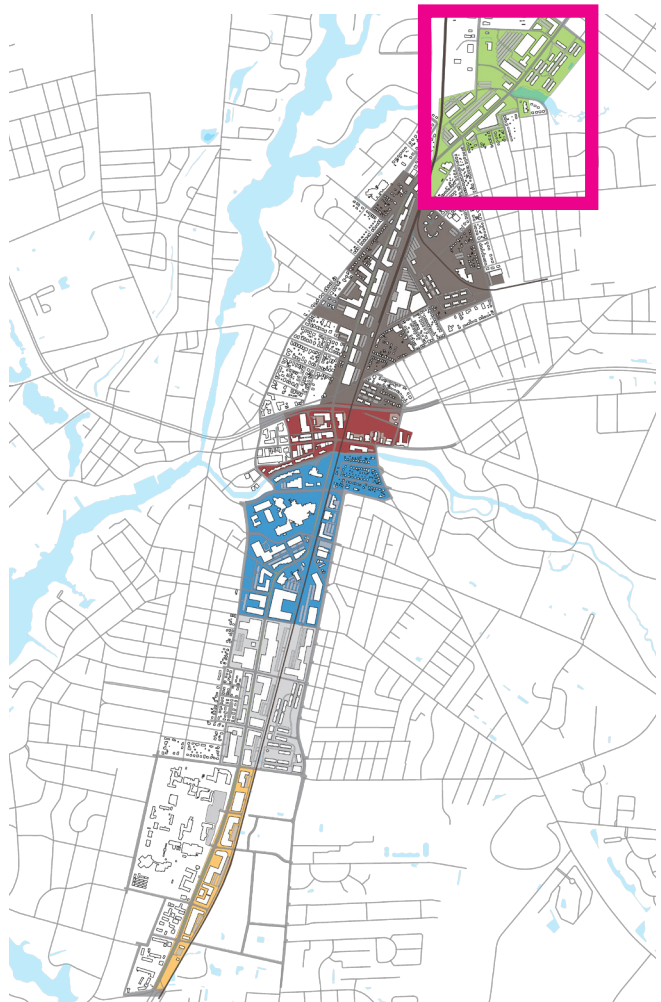
This section of Salisbury Boulevard can likely support additional neighborhood-oriented retail, a category of commerce that is sorely lacking. But if the public perceptions about crime can be resolved, the area might actually be able to attract a collection of family-oriented uses that serve a broader market need. After all, it has a variety of vacant or underused commercial properties which can be leased relatively cheaply; is surrounded by residential neighborhoods with few local options for children; sits adjacent to a rapidly-changing Downtown; and has excellent access to Route 50 Business. These sorts of businesses also benefit from an aggregation economy where they are collocated next to one another.

# PEGGY BRANCH



## VISION

The Peggy Branch Zone has a lower density that emphasizes green space and proximity to the Peggy Branch waterfront. The waterfront becomes a focal point with new public green space along the river, and interaction with the river is encouraged with better views and new trails, boat access, and open space. This zone also extends the family-friendly atmosphere from downtown as it blends into the more suburban setting north of town. This zone also becomes a hub for green businesses. These types of business may include outdoor gear outfitters, natural food stores, landscape nurseries, farming supply stores, non-profit centers, or other small businesses with a mission to support environmental sustainability.





# PEGGY BRANCH



## PROPOSED PROJECTS

### 1 CITY PARKS

Peggy Branch and the nearby Johnson Pond are significant natural resources in this area, but there is limited public access. Creating public open space along the waterfront will highlight these resources as an important community asset. This can also open up opportunities to interact with nature by having more trails, boat launches, fishing piers, picnic grounds, dog runs, and other site amenities. This can also be an ideal location for boat rentals, bike rentals, and paddle boarding lessons. This open space can also accommodate green infrastructure to help manage and infiltrate stormwater runoff, and this area would be a good location for educational signage about stormwater management and local ecology.



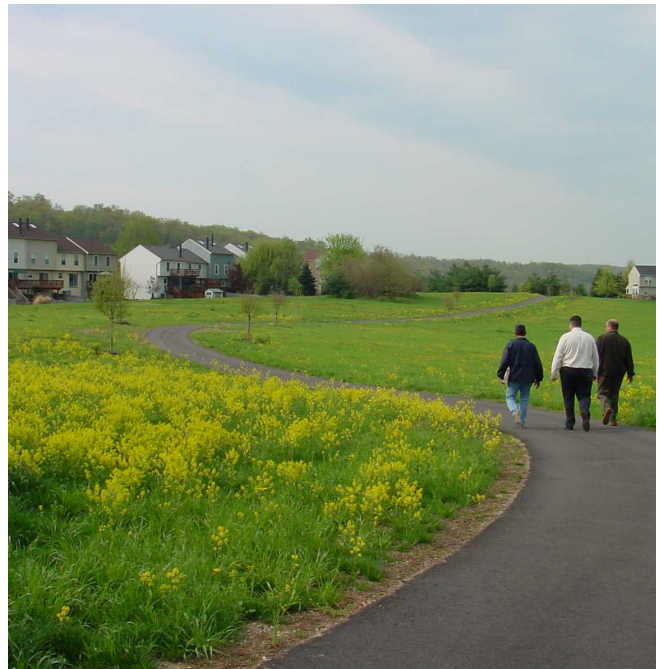
Peggy Branch should be characterized as a green space gem within the city.



Park expansion should embrace the waterfront and provide opportunities to get close to the water.

### 2 RAIL TRAIL

As with the zones to the south, the rail trail continues into the Peggy Branch Zone. However, here it veers off of the railroad alignment and terminates into park space at Johnson Pond. The area should also offer trail heads with parking, restrooms, drinking fountains, bike pumps, and other amenities like a bike rental or café.



The trail network should spur off into nearby parks and neighborhoods.

### 3 PRIVATE SPORTS AND RECREATION CENTER

Salisbury demographics includes many families with kids of all ages. Building upon this zone's theme to increase recreation for local families, a private sports and recreation center is well suited for this area to fulfill the need. This would be a place that offers sports clinics and organized team sports as well as less structured play space. This site would also include a swimming pool, playgrounds, and turf sports fields along with a fitness center and outdoor skills classes, like camping and boating.



#### 4 TOWNHOUSE RESIDENTIAL COMMUNITIES

As Salisbury grows, the need for more housing will also grow. With the expansion of waterfront parks and corridor transformation along Salisbury Boulevard, this area will become a more desirable residential location. Situated on the northern end of town, this area also helps transition the corridor into the more suburban setting further north.

#### 5 ADAPTIVE REUSE AND INFILL OF COMMERCIAL SITES

Commercial redevelopment along Salisbury Boulevard will upgrade existing buildings and infill with new buildings to strengthen the commercial corridor. New buildings will have a reduced set back with pedestrian-scale building frontages along the sidewalk and parking either to the side or the rear. Businesses should support the local community with grocery stores, banks, pharmacies, hardware stores, and other daily necessity businesses. These types of businesses cluster well with other family-oriented businesses like specialty sports clinics, kid's activity centers, restaurants, consignment shops, etc. Buildings are typically single use commercial up to two stories tall.

#### 6 SALISBURY BOULEVARD STREETSCAPE

The streetscape along Salisbury Boulevard should continue the landscaped boulevard design with street trees, landscaped medians, and wide sidewalks. Crosswalks should be incorporated at every intersection, and median fencing can be used to deter jaywalking. Free right turn movements should be eliminated to extend the safe crossing period for pedestrians. Decorative lightings, banners, and street furniture can add aesthetic appeal and pedestrian comfort. Building driveways should not bisect the Salisbury Boulevard streetscape. Rather, they should be accessible by side streets or back streets, keeping the sidewalk along Salisbury Boulevard uninterrupted.



Townhouses will provide family housing.



Commercial development should celebrate the idea of green business and promote the idea to get outside and enjoy nature.

## ECONOMIC BENEFITS

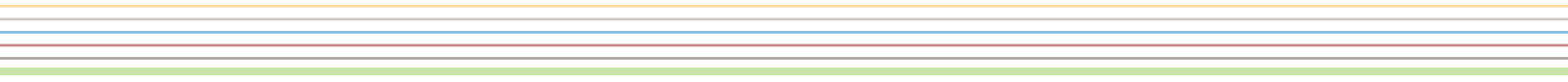
The great economic challenge of the north end of the Corridor is that it lacks clear definition. There is no organizing principle, and no compelling argument for why a business should locate there as opposed to any other section of Salisbury Boulevard. This is not a criticism of any particular business, but rather a statement of the broader condition. It is extremely hard to attract significant new investment to an area that lacks a fundamental underlying narrative.

That said, organizing principles are in the eye of the beholder. When an area appears to lack strong anchors, it is critical to carefully inventory all of its existing assets, no matter how small, in order to identify ones that may have more potential than they have previously been given credit for.

In this case, it seems likely that the single greatest asset is the Peggy Branch. After all, waterfront access already creates demonstrable monetized value in adjacent neighborhoods. Just to the east, houses on the north side of Middle Neck Drive that back onto Peggy Branch are valued at \$10,000 - \$20,000 more than houses on the south side of the street. And to the west, where Peggy Branch empties into Johnson Pond, the houses on the north side of Monitor Court can be worth up to \$100,000 more than houses on the south side. As everyone on the Shore already knows, this is the power of waterfront.

And indeed, waterfront property creates value in every other part of Salisbury. The only difference is that the City has allowed this short segment of Peggy Branch to become so channeled and hidden behind commercial parking lots that it is largely invisible. But this means that the problem is not one of underlying value; it is principally a matter of environmental engineering and landscape architecture. With imagination and capital resources, these things can be changed, and with them the underlying narrative for this segment of the Corridor.





# Implementation Plan

# ZONING RECOMMENDATIONS

Effectuating change at the scale envisioned by this study will require more than just a bold announcement of intent. This is particularly true in the University, Family Destinations, and Peggy Branch Zones, where the underlying real estate economy is (to varying degrees) not yet well positioned to undergo major transformations.

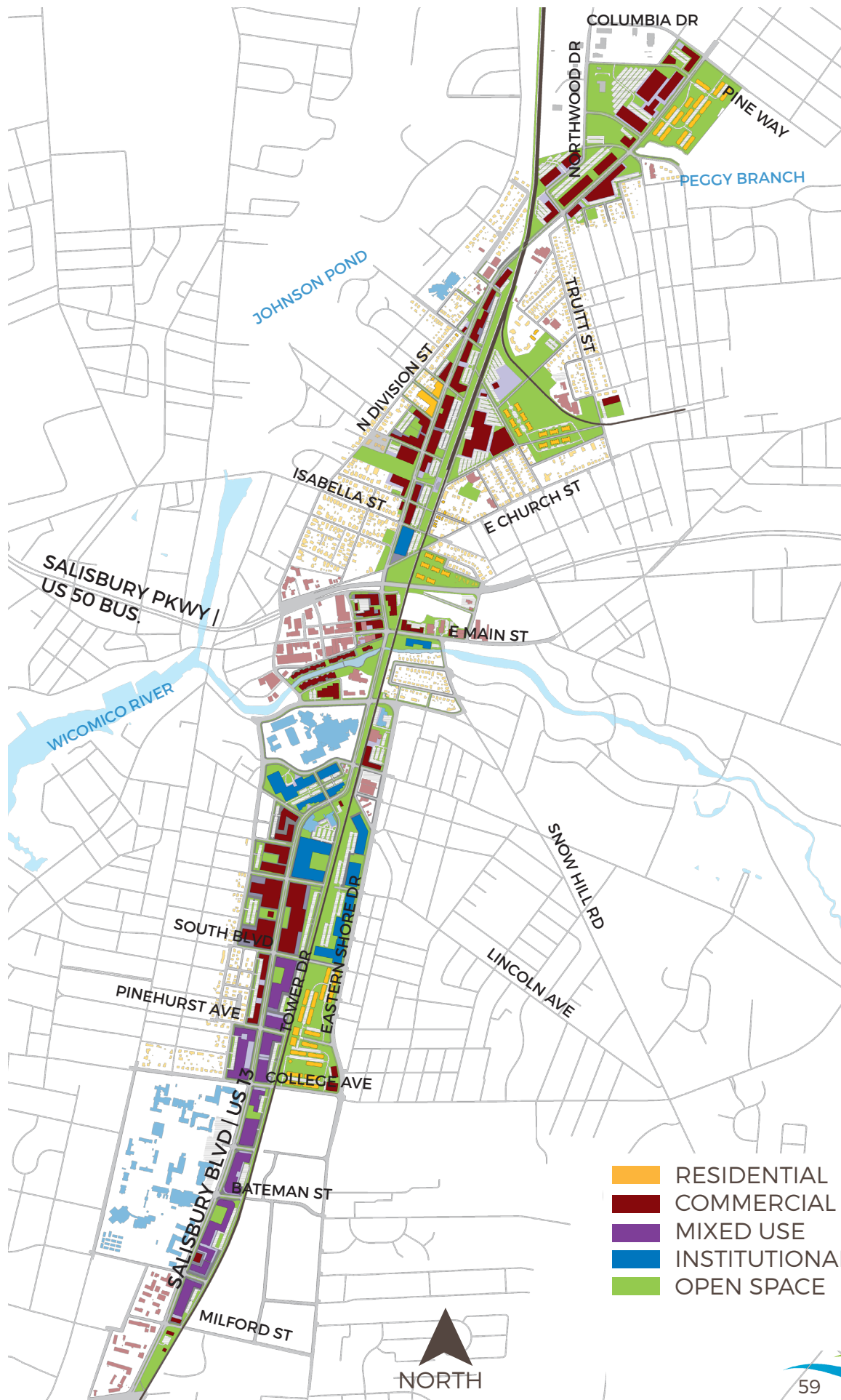
There are a number of hurdles to overcome in order to achieve meaningful change beyond the Right of Way itself. After all, the land in question is privately owned, and can be profitable for the owner even if its use is sub-optimal. Properties along the Corridor will certainly be subject to long-term leases, from which property would have a hard time detangling themselves even if they wanted to. And, perhaps most importantly, the regulatory environment does not generally permit, much less encourage, the kinds of projects envisioned in this report.

In order to unlock the economic potential of the Corridor, the City must begin to drive market conditions that gradually encourage the transformation of land use. We recommend starting in the three areas where there is the greatest short- or medium-term opportunity—the University Zone, the Hospital Zone, and Downtown – and then leveraging these successes to achieve steady incremental change in the remaining areas.

To do so will require a coordinated series of efforts. Only by using all of its available tools and assets can the City gradually drive a tipping point for land use change. These tools should include:

## NEW ZONING REGULATIONS

Encourage the construction of compatible building forms and discourage the construction of incompatible ones. This is likely to be most important in the University Zone, and may prove important for Downtown as well. (It remains to be seen what zoning changes are necessary to achieve positive change along the northern section of the Corridor.) While we cannot provide detailed recommendations without performing a comprehensive zoning analysis (which was outside the scope of this project), we envision crafting individual overlay districts for both the University Zone and Downtown. This may prove quicker and less controversial than a complete zoning rewrite. Irrespective of whether the overlay is explicitly form-based, it should provide an unambiguous and proactive vision for what the area should look like. Future overlays could then be tailored to drive redevelopment in the Connections, Family Destinations, and Peggy Branch sections.



# ZONING RECOMMENDATIONS

## CLEAR PERMITTING PROCESS

A clear permitting process that makes it easy to understand the City's requirements consistent with the City's vision is needed. Developers who come forward to do the right thing should be welcomed with an expedited review process and reduced fees. This is a tangible way for the City to reduce the burden and, in particular, the time and cost – of development.

## SUBSIDIES

Overall reduction of the cost of new projects can incentivise projects in specific areas. While subsidies often come in the form of free land, reduced taxes, or direct payments, there are other ways to support positive development. For example, the City can devote staff time to applying for grant funds from third parties, or commit to actively lobbying on behalf of a developer's application. In addition, both of the previous suggestions also amount to indirect subsidies, in that they unlock previously unavailable land value and reduce the transaction costs of permitting.

## MARKETING CAMPAIGN

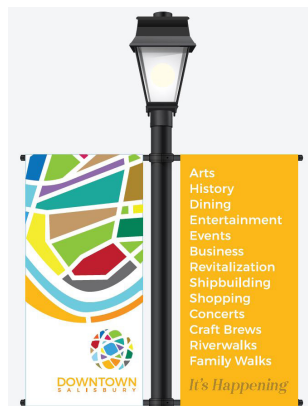
A marketing campaign should be developed to attract the attention of potential investors and clearly define the value proposition of making unprecedented new investments in the Corridor.

## HEIGHTENED CODE ENFORCEMENT

Salisbury should increase the cost of owning substandard or nonconforming buildings. While code enforcement should never be used to punish lawful property owners for merely owning an old building, the lack of adequate enforcement decreases the cost of the status quo and thereby artificially increases the distance to the land use tipping point. In some cases, the targeted enforcement of problem properties may well be the only thing that might cause the owner to consider other options.

## PARTICIPATION OF ANCHOR INSTITUTIONS

This is particularly true for the University and Peninsula Hospital, both of which share an outsized role in shaping the future of the city. Both must be engaged in advancing a shared vision for transformation, and encouraged to bring to bear whatever resources they may have available.



The downtown area has a unique brand and visual identity that helps highlight the area's importance.

# DESIGN GUIDELINES

New architecture along Salisbury Boulevard will take a new form transforming the corridor into a new place. The standard for urban design is changing to fulfill the vision of a more pedestrian-scale, diverse, and attractive aesthetic as new development occurs.

## US 13 STREETSCAPE

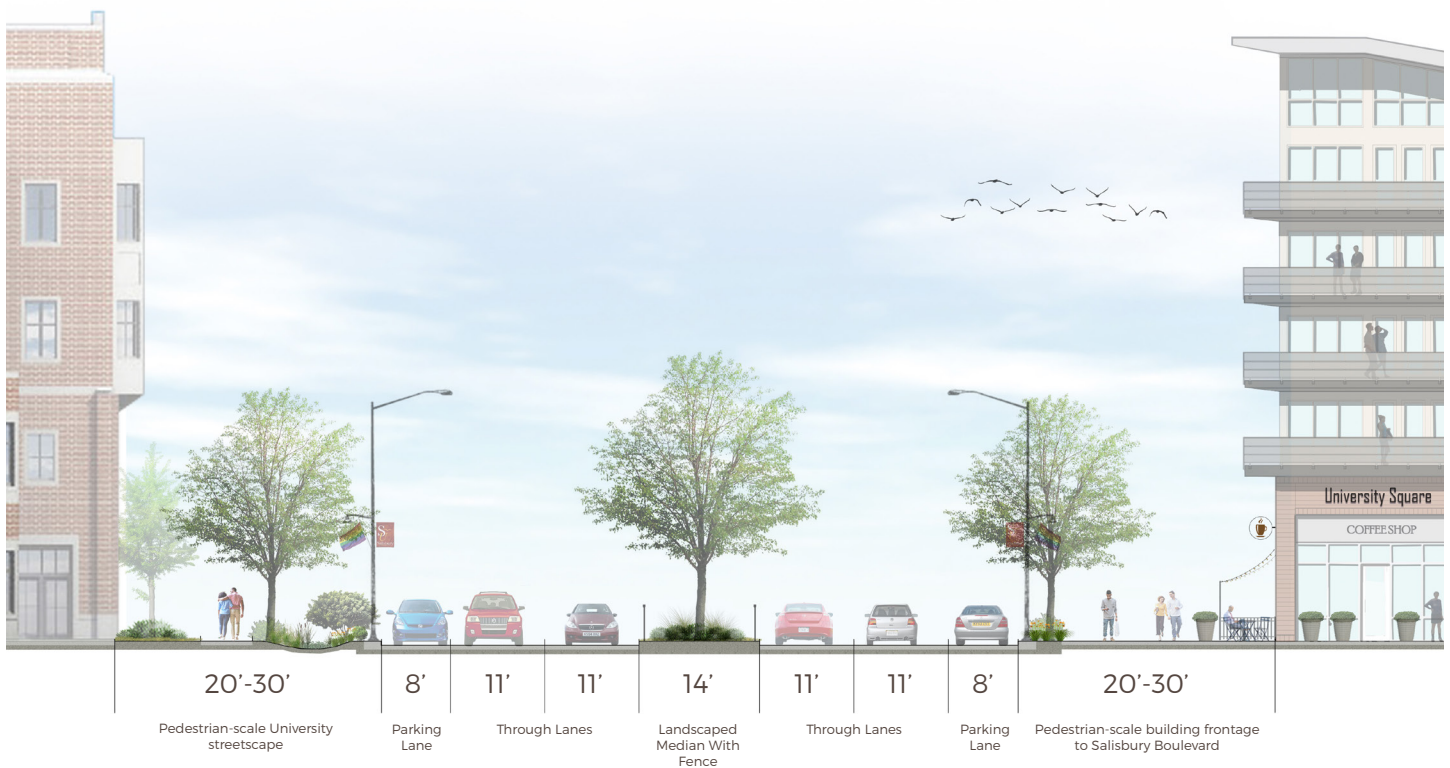
### CONCEPTUAL REDEVELOPMENT ALONG SALISBURY BOULEVARD INCLUDES:

- Streetscape beautification
- Landscaped median
- Utility burial
- Green Infrastructure
- Multi-story mixed use
- Transit accommodations
- Crosswalk improvements



# DESIGN GUIDELINES

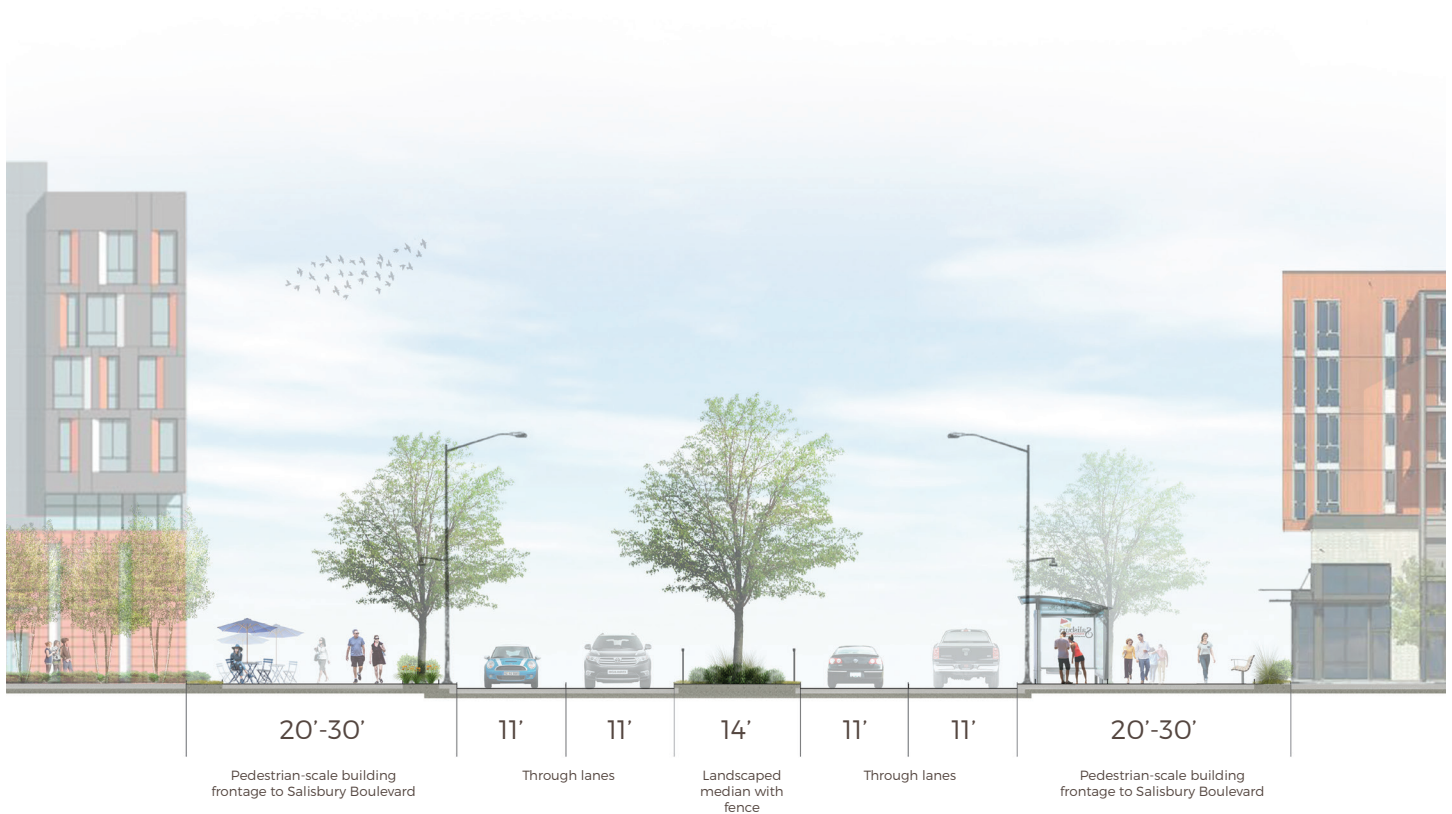
## SALISBURY BOULEVARD MILFORD STREET TO COLLEGE AVENUE



This section has a wider right of way and can accommodate on-street parking to help reduce parking requirements for adjacent development. Green Infrastructure can serve as a landscape amenity while also helping to treat stormwater runoff.

# SALISBURY BOULEVARD

## COLLEGE AVENUE TO PINE WAY



Capacity along Salisbury Boulevard remains the same with four lanes. However, traffic calming measures with a landscaped median and street trees helps to create more of a boulevard experience. Improved sidewalks helps to promote more people to walk instead of drive for local destinations. Improved transit provides a choice for an alternative mode to access other destinations throughout the corridor.

# DESIGN GUIDELINES

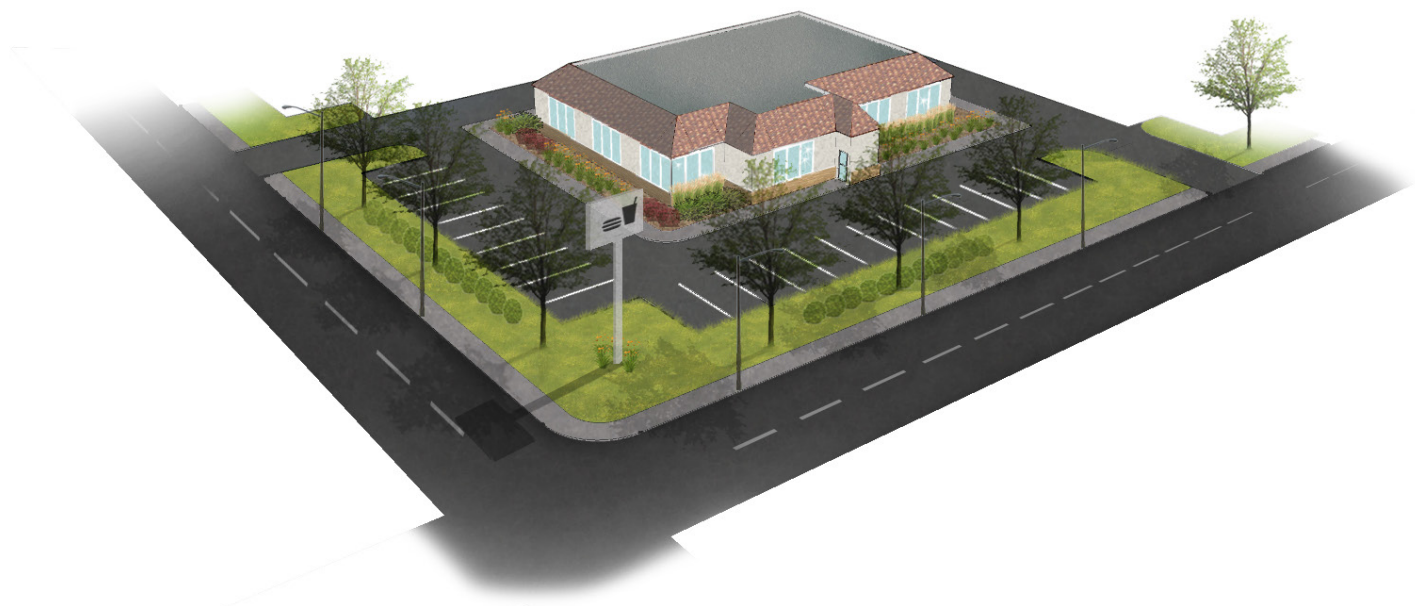
## RAIL TRAIL AND TOWER DRIVE MILFORD STREET TO SALISBURY BOULEVARD



The proposed rail trail provides a safe and comfortable alternative for pedestrians and cyclists traveling through the corridor. Extending Tower Drive also provides a parallel alternative route to better accommodate local access for individual properties.

## BEFORE INFILL DEVELOPMENT

TYPICAL LOW-DENSITY COMMERCIAL DEVELOPMENT  
PATTERNS ALONG US 13 IN 2016



## AFTER INFILL DEVELOPMENT

POTENTIAL TO INCREASE DENSITY AND ECONOMIC  
DEVELOPMENT ALONG US 13



Infill development can build upon underutilized space without displacing existing buildings to help achieve a higher level of use on certain properties.

# DESIGN GUIDELINES

## TYPICAL INFILL DEVELOPMENT BUILDING ELEVATION



Large window storefronts for building transparency.

Pedestrian-scale streetscape amenities

Awnings over storefronts

Outdoor seating

Multi-story dwellings or office space

Varying facade finishes to break up visual bulk

Pedestrian scale building signage and lighting

# ECONOMIC DEVELOPMENT MARKETING

Efforts at community transformation are enhanced and accelerated when accompanied by a sophisticated branding and marketing effort. While never a substitute for actual change, these branding efforts provide the general public with a mental framework for understanding the new trajectory of a neighborhood, while supporting new investment with a larger public narrative.

In the past year, Salisbury has shown itself to be very successful at developing a comprehensive and organized branding strategy. The new visual identity allows programs like Bike Salisbury to be presented as an extension of the city's broader image, contributing to an orderly unity of message that will serve the City well for years to come. Just as importantly, this overarching municipal brand is not so rigid that it prevents individual neighborhoods from developing their own unique visual style. The compact, vibrantly colored, and densely-patterned logo of the "It's Happening Downtown" campaign is quite different from the breezy colors and rounded letters of new City logo. This tonal shift presents Downtown as a heightened cultural experience emerging from comfortable background of a quiet, coastal city, a differentiation that will be critical to establishing Downtown's role as a place of vitality and activity.

Today, the corridor is commonly known as US 13, but emphasizing the name Salisbury Boulevard evokes a different image that should be synonymous with the new vision for this corridor. A boulevard is commonly associated with sophistication and exclusivity. The term gives the sense of a more park-like setting with trees and landscaping, prominent landmarks, and charming architecture. The marketing theme should emphasize corridor transformation from a common commercial strip into a new Salisbury Boulevard.

While not every neighborhood needs its own marketing effort, the City should also emphasize a distinctive brand identity for the University Zone. This may require putting some time and energy into developing an actual name for an area that, to the best of our knowledge, is simply referred to as "On Route 13 down by the University." It will be important to establish an appropriate name and effective visual identity prior to designing future capital improvements on Salisbury Boulevard, since design accents and wayfinding signage will need to reflect that brand.

Over time, as redevelopment efforts move their way through the Corridor, the City can then assess which other Zones would benefit from enhanced branding.

# TRANSPORTATION INVESTMENTS

Land use and transportation work together, and changes to one may not be successful without the other. The transportation investments proposed will serve the kind of development envisioned with higher densities, more mixed-use developments, and pedestrian-scale design. Greater multi-modal connectivity will also help support more cohesive development patterns. To achieve this vision, a supporting transportation network needs to be comfortable and attractive to people using all modes.

Economic studies<sup>1</sup> have shown that strong pedestrian and transit connectivity and pedestrian scale design supports economic growth. Greater pedestrian and transit accessibility tends to generate more economic activity than auto-oriented design, and also tends to increase property values. Higher pedestrian traffic promotes shorter and more frequent trips that provides vital support local businesses. This is particularly important as the corridor competes with surrounding areas for economic development. Developing the corridor in a way that promotes more walking either from communities and anchor destinations nearby, or from convenient transit routes, will provide an economic boost for the area.

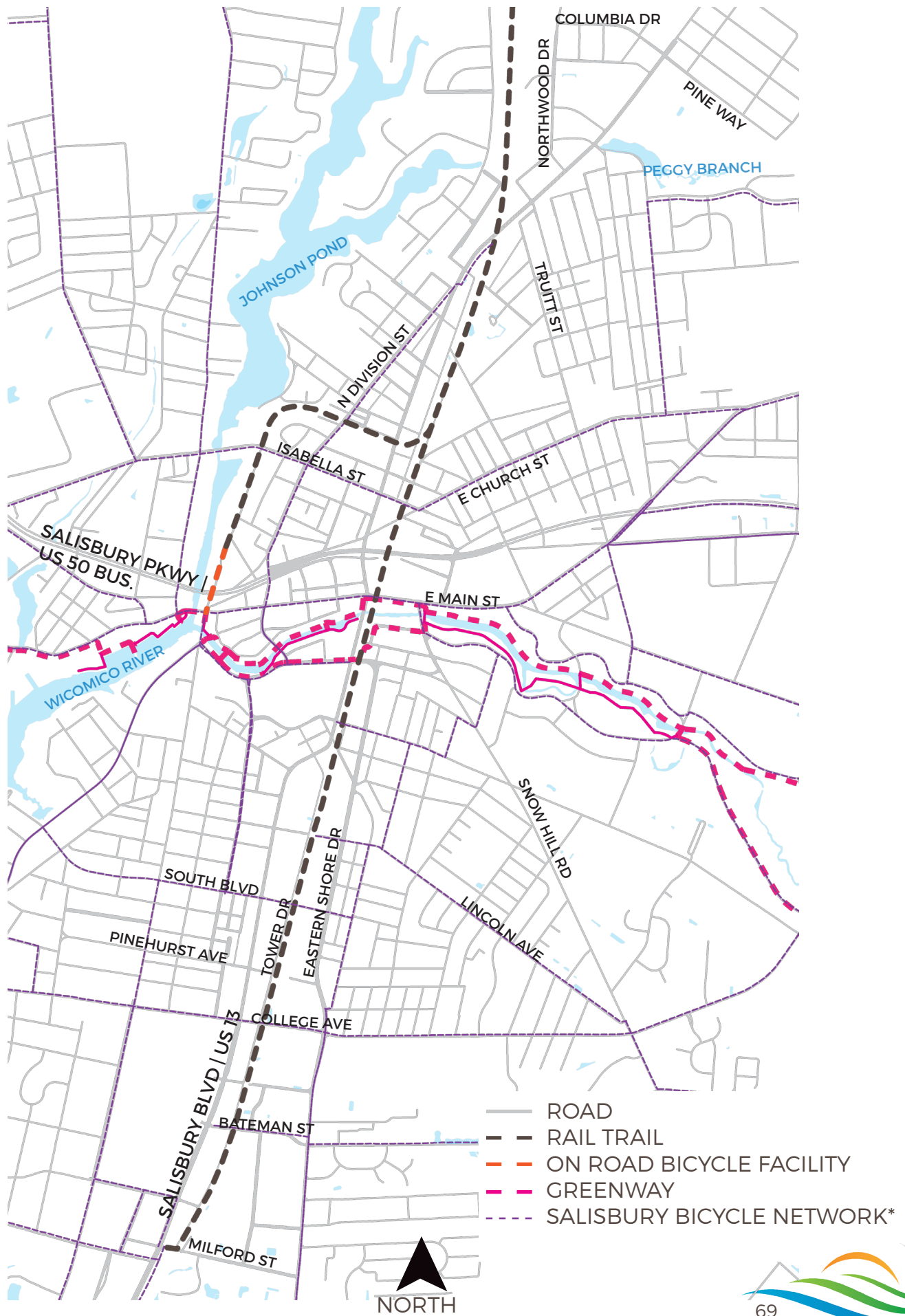
Several key transportation investments will help establish the necessary transportation network to support the corridor vision:

## RAIL TRAIL

The proposed rail trail running parallel to the existing railroad tracks will create a second spine along the Salisbury Boulevard Corridor. Both the roadway and the new rail trail will serve as major north and south link along the entire corridor, with one serving auto-mobile and transit riders and the trail serving pedestrians and cyclists. The rail trail offers a separated and more comfortable atmosphere from US 13 for pedestrians and cyclists while linking to many of the same destinations.



Example of a trail adjacent to an active railroad.



\*Based on Draft of Salisbury Bike Master Plan



# TRANSPORTATION INVESTMENTS

## BICYCLING NETWORK

Bicycling is an important piece of a multi-modal transportation network and provides numerous benefits at a personal, local, and regional scale. Bicycling is a low-cost mode of transportation that promotes cardio-vascular wellness, reduces harmful pollution emissions, and brings people together in ways that an automobile can't. For every person on a bike, that is one less car on the road or one less seat on transit, making all modes less congested. Improving bicycle access and safety can also remove barriers that previously hindered low-income groups from accessing employment and resources they need. Providing a safe and accessible bicycle network along the corridor and throughout Salisbury will dramatically improve quality of life.



A study by the Urban Land Institute<sup>2</sup> found that demographic shifts are affecting development patterns. Millennials, lower income, and middle class groups strongly prefer more walkable and bikeable communities. This represents a paradigm shift from the preferences of previous generations and socio-economic groups from the past. Improving quality of life with better bicycling opportunities can also significantly increase property values<sup>3</sup>. Furthermore, bicycle tourism has been a niche market for the region for a long time with organized rides and popular biking destinations. Bicycle tourism can grow significantly with investments in more bicycle infrastructure.

To be competitive in a changing real estate market, new development must be more bikeable and walkable. Implementing an interconnected bicycle network and promoting bicycle-friendly development patterns will help Salisbury emerge as the preferred real estate market in the region.

# STREETSCAPE IMPROVEMENTS

A pedestrian friendly streetscape is a requirement for the type of development envisioned with higher densities and mixed use. People should feel safe and comfortable walking where they need to go in order to reduce reliance on automobiles. Pedestrian amenities include wide sidewalks, decorative lighting, street trees, and landscaping. Adjacent buildings should engage with the pedestrian with a close setback, large windows, shade structures, pedestrian-scale signage, and street furniture. Also important will be the treatment of crosswalks, which should be highly visible and located at all intersections where people want to cross. Frequent driveways currently disrupt the pedestrian path, and should be channeled onto side streets or back streets leaving a more continuous and cohesive pedestrian zone. Traffic calming can also help improve the pedestrian atmosphere, which should include landscaped medians, bump outs, on street parking, and removal of free right hand movements.

Aesthetic quality is also important, and efforts should be made to reduce visual clutter. Large signs and billboards are oriented to fast moving cars and loom over pedestrians, so this type of signage should be significantly reduced or removed entirely favoring pedestrian scale signs and signage incorporated on buildings. Overhead utility lines are detracting and should be buried to improve aesthetics and reduce risk from above ground damage by storms or traffic. This can also open up space for large trees to help calm traffic and shade the corridor creating a sense of place along the Boulevard.



The streetscape should incorporate landscaped rain gardens and green infrastructure to mitigate the negative effects of stormwater runoff.



Crosswalks should be well marked and located at all intersections. Medians help serve as a mid-way resting zone if pedestrians aren't able to cross in time.

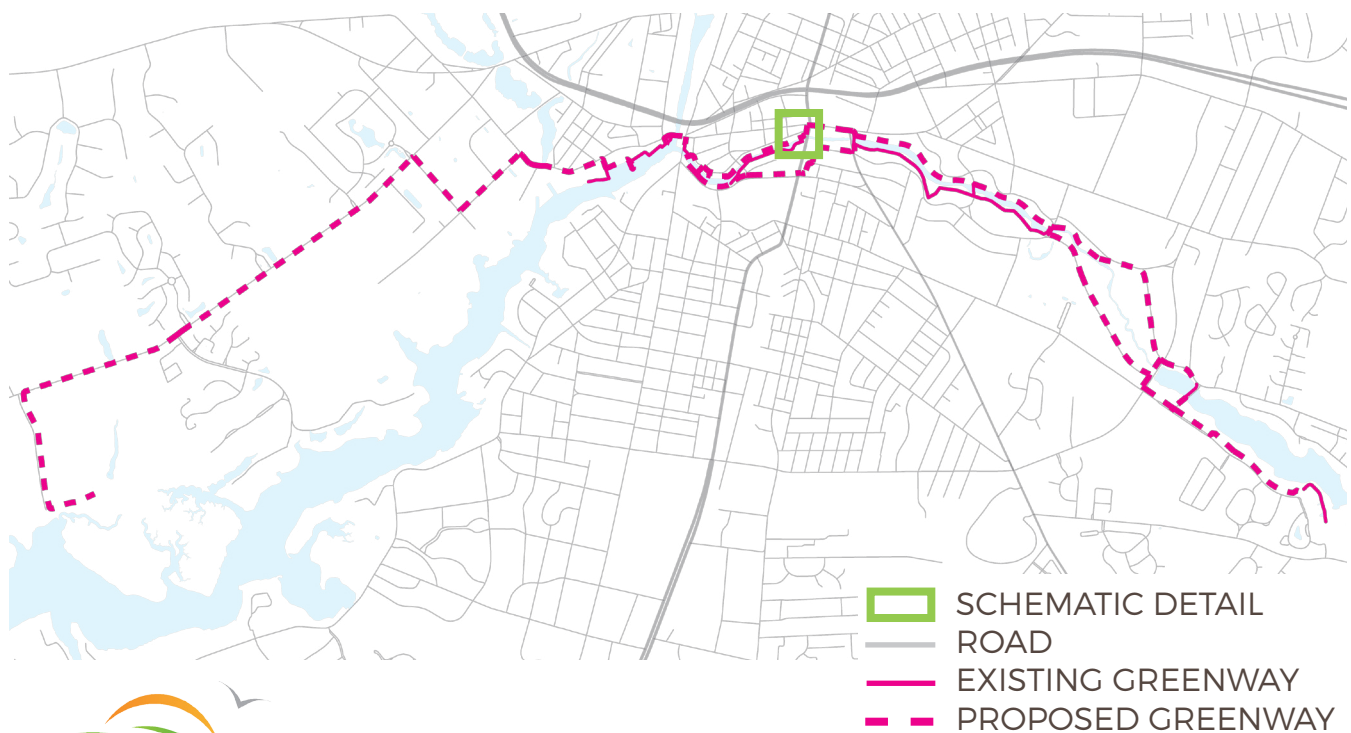
# TRANSPORTATION INVESTMENTS

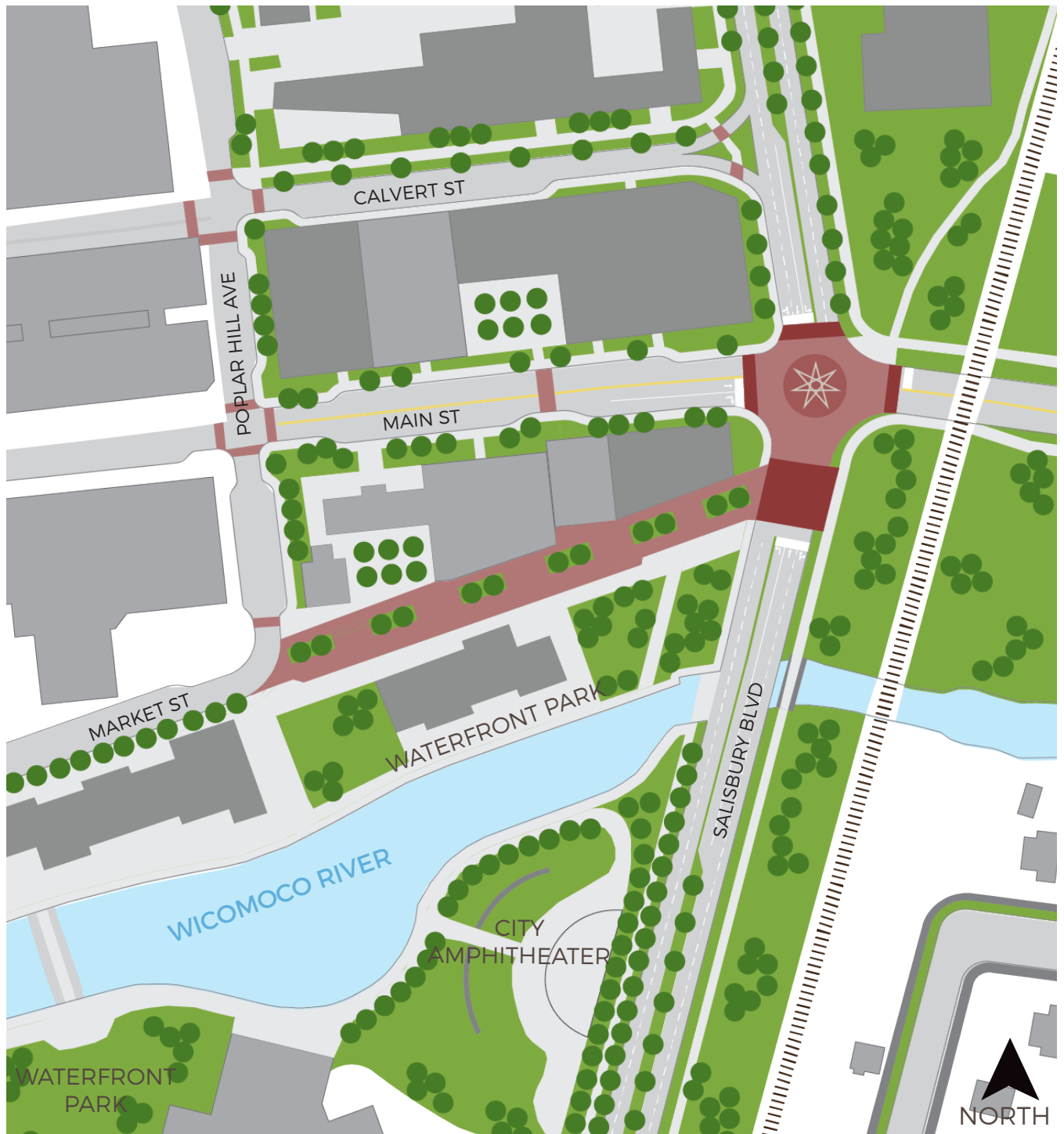
## GREENWAY

The proposed greenway trail running east and west along the Wicomico River will cross Salisbury Boulevard at its central hub in Downtown. This will help draw people into the activities downtown, and conversely draw people from downtown to patronize businesses or be in communities along the corridor. A Greenway Master Plan is underway and prioritizes new linkages in and around downtown and the Salisbury Boulevard Corridor.

minimizing space available for pedestrian and bicycle use and limiting visibility on either side. Opening up this space allows for more space to accommodate a greenway trail and better connects the East Main Street community with downtown. Until this accommodation can be made, the greenway would take an alternative route following Carroll Street to City Park where the greenway trail continues towards the Salisbury Zoo and Ward Museum.

East Main Street is a logical crossing location for the greenway at Salisbury Boulevard staying central to the city and following the riverfront closely. However, the railroad bridge crossing over E. Main Street today serves as a pinch point





CONCEPTUAL INTERSECTION IMPROVEMENTS AT MAIN STREET AND MARKET STREET

# TRANSPORTATION INVESTMENTS

## TRANSIT IMPROVEMENTS

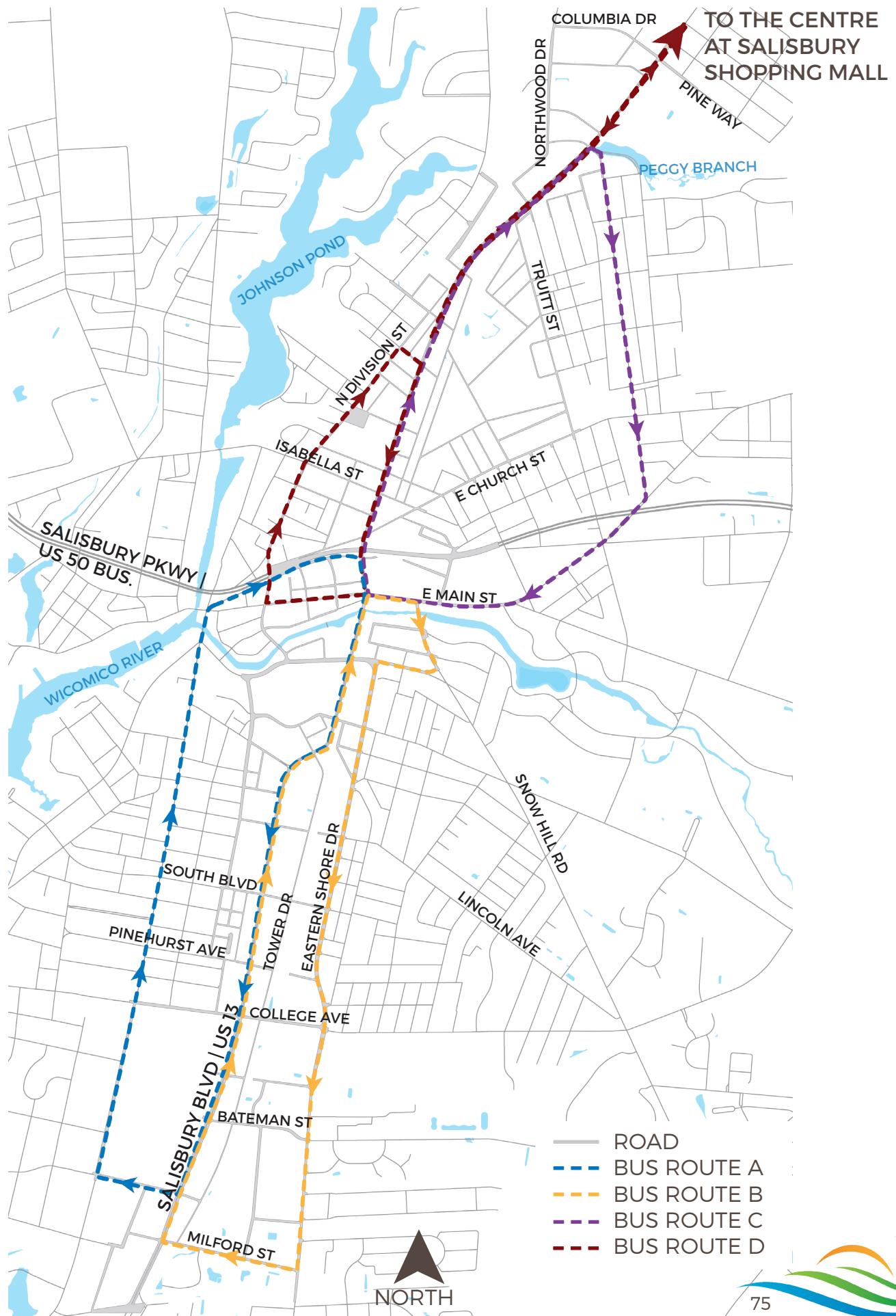
Transit is a critical component to a multi-modal network. Although some transit exists today, buses are infrequent and routes are limited. Also, the surrounding auto-oriented development doesn't support transit. Therefore, transit service along the Salisbury Boulevard corridor today is often underutilized, leaving little pressure to expand service. As the area transforms, development patterns will be more transit-oriented and warrant expansion of transit services. Ideally, this should happen together to ensure success on both ends.

The transit routes should maximize connectivity along the corridor, and should be frequent and reliable to maximize their appeal. Ten to 15 minute headways would be ideal for rider convenience. Routes should link between major destinations, like the University, Hospital, communities, and downtown. A shuttle bus operation could be implemented without any major infrastructure investments and be routed along the corridor and into adjacent communities. However, comfortable and attractive bus stops and well defined crosswalks should be integrated into the streetscape to accommodate the rider's needs.

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



Frequent, inexpensive, and reliable shuttle service will help reduce traffic volumes and better connect people to destinations along the corridor.



# TRANSPORTATION INVESTMENTS

## ROADWAY NETWORK

The roadway network today is dominated with one main north south movement along Salisbury Boulevard, and frequent breaks along the streetscape with driveway access points. Establishing a street grid by extending certain streets will help provide better access throughout the corridor, and can reduce traffic and congestion on Salisbury Boulevard. Building access points can then connect from side streets or back streets creating a more solid frontage along Salisbury Boulevard. A new grid network is proposed as shown with the intention to increase accessibility while minimizing property impacts. The expanded grid network will require some right of way acquisition, however, the routes will primarily extend existing streets and avoid building takes as much as possible



Tower Drive should be extended to serve as a parallel service road for new development along Salisbury Boulevard.

## TOWER DRIVE PROPOSED TYPICAL SECTION





# GREEN SPACE EXPANSION

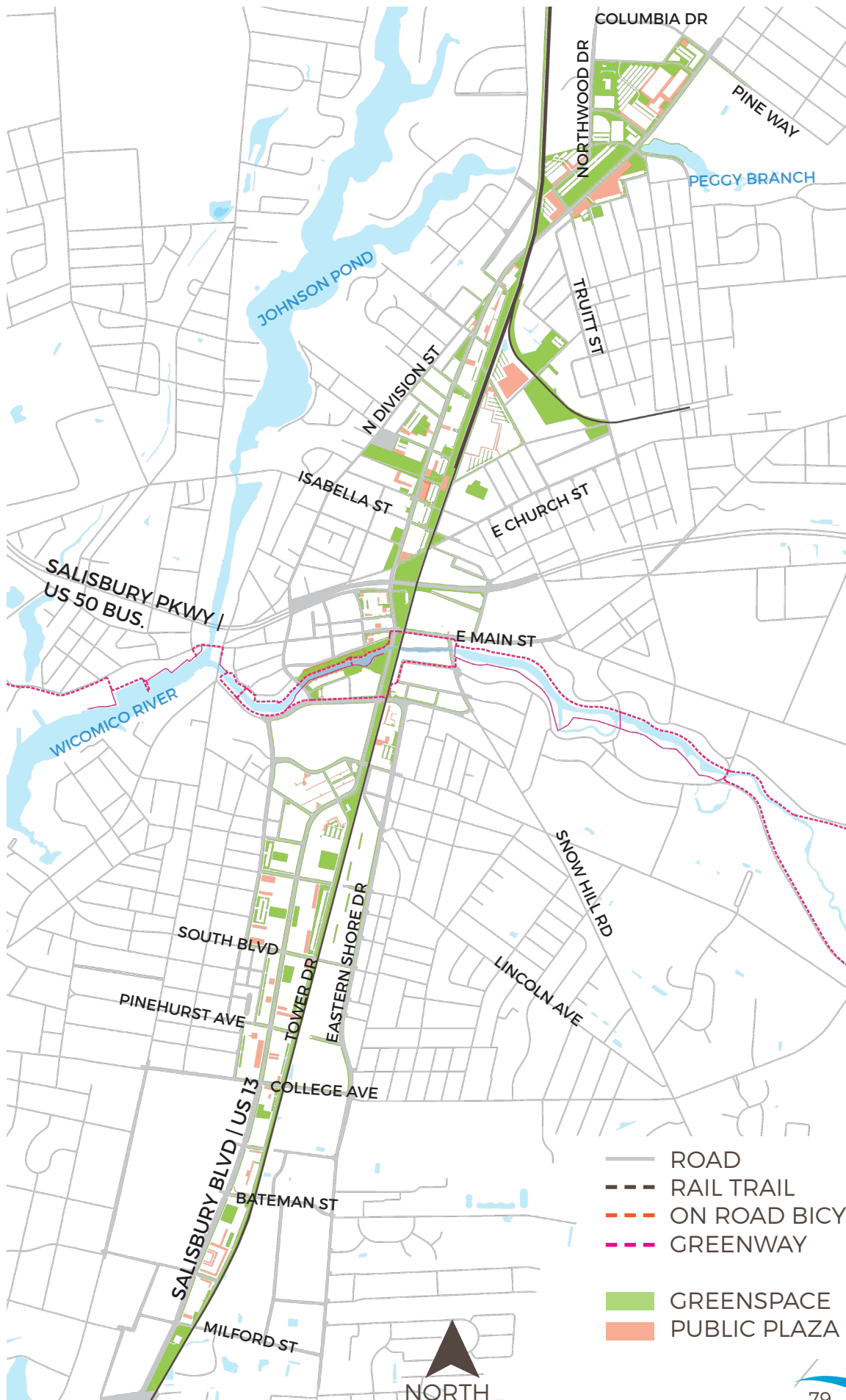
This plan includes multiple locations for new green space throughout the corridor. These sites offer opportunities for public access to open space, which has been shown to increase property values and quality of life<sup>4</sup>. These spaces also help connect people to the trail network offering an alternative to get around Salisbury, and provide opportunities for environmental restoration. With increasing urbanization in the local watershed, stormwater runoff has an increasingly negative effect on water quality and has potential to increase probability of flash flooding. New development will meet the latest standards for stormwater management, but older developments still cause dirty stormwater to pollute local water bodies. More green infrastructure not only provides an attractive amenity for local neighborhoods, but also can serve as a sponge to absorb stormwater and mitigate the effects of urban stormwater runoff.

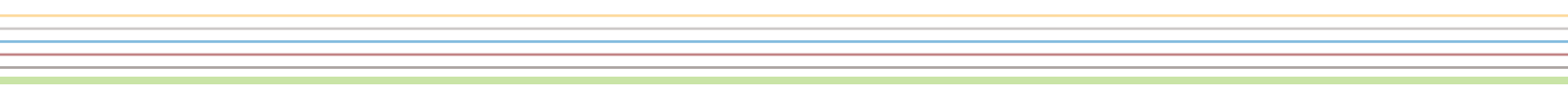


Green space should incorporate trails, artwork, and other community amenities.



Artwork today along the waterfront helps establish a unique identity and sense of place in the Downtown area. More artwork would signify downtown as a rich, cultural hub.





# Next Steps

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# INCREASE PUBLIC ENGAGEMENT

Corridor transformation must occur transparently and with support from the community. Community members who live, work, invest, and engage in local activities are the owners of this corridor. As the City moves forward in plan implementation, outreach will be important to provide information, solicit input, and build consensus.

## WAYS TO ENGAGE WITH THE PUBLIC AND STAKEHOLDERS

- Providing updates on planning and development initiatives on the City's established communication networks, including updates on the City's website and social media feeds.
- Building a Salisbury Boulevard section on the City's website where people can find all pertinent and new information.
- Engaging with local media to feature stories about planning initiatives, development proposals, and corridor transformation.
- Attending community association, civic/social group, and other organization meetings to provide groups with information and updates to share with their membership.
- Hosting public meetings and reaching out to adjacent communities as development plans move forward.



## CITIZENS ADVISORY COMMITTEE (CAC)

A group appointed to represent a cross section of the public and stakeholders from throughout the corridor, including residents, business owners, property owners, developers, and institutions like the University and the Hospital should be formed to provide critical input.

### CAC ROLE

- Serve as a liaison to their communities and share information about the City's investments with community members, and also provide the City with feedback from the community.
- Provide feedback, ideas, preferences, and suggestions on planned initiatives moving forward.

The City should also actively engage with key agency stakeholders related to certain initiatives, including the State Highway Administration and Shore Transit for transportation initiatives; Delmarva Power for utility initiatives; and Norfolk Southern for initiatives impacting the railway. Building partnerships will increase the sense of project ownership with these agencies, helping to promote a collaborative relationship. Building partnerships takes time, and it's encouraged to reach out to these entities early on in the planning stages of the initiatives, and often throughout implementation to build consensus and prevent roadblocks and delays to the transformation of the corridor. Partnership can be accomplished by inviting them to comment on ideas and initiatives, and seeking opportunities to establish common goals and mutually beneficial action items.

## ESTABLISH ADVOCACY GROUPS

Many of the initiatives can be supported by local advocacy groups. In particular, a Trails Advocacy Group and a Waterfront Advocacy Group could play an important role in the success of these initiatives. These groups would be made up of interested community members who can help build a grass roots support network to build these amenities and can become active participants who help maintain, promote, and plan activities around these amenities once built.

# UPDATE ZONING

It is time for the City to update its zoning code to help facilitate the new development envisioned for the Salisbury Boulevard Corridor. Increasing density, modifying land uses, and changing development patterns cannot be achieved under current zoning. A new zoning code or overlay district for the corridor should be written to promote the new development envisioned. Today's land use patterns are predominantly commercial with pockets of institutional and industrial land use in low densities with sprawling parking requirements. New land use patterns will have more mixed-use land with higher densities.

## ZONING MODIFICATIONS TO INCLUDE

- Ground floor retail along the corridor, with apartment or office space above depending on market demand.
- Pedestrian scale frontages and amenities within 20' to 30' between the roadway and building. This space should include sidewalk, landscaping, and street furniture (bus shelters, bike racks, and café seating).
- Outdoor plaza spaces emphasizing opportunities for public access, gathering, and respite from a busy streetscape.
- Minimal parking requirements to emphasize non-vehicular transportation modes, and promote on-street parking on side streets, back streets, back streets, and on Salisbury Boulevard south of College Avenue.
- Parking to the rear of the buildings or internal to buildings accessed by back roads or side roads, without driveway access on Salisbury Boulevard
- Building height variations depending on market potential for leased space.
  - Downtown through the University zones, a 3-story min. with a 6-story max.
  - North of Downtown zone, 1-story to 3-story max. (depending on density)
- Bus stops located no more than a 10 minute walk between each other.
- Bus shelters should be incorporated at bus stops.
- Dedicated land for new roadway and trail alignments to ensure these are built with new developments.

# UPDATE DESIGN GUIDELINES

Design Guidelines should complement the updated zoning regulations and illustrate examples that help define necessary and preferred architectural elements. This can assist to clarify the City's vision and define the form of new development.

## DESIGN GUIDELINES TO INCLUDE

- Building frontage and entry points
- Acceptable building façade materials
- Streetscape and landscape dimensions and requirements
- Window space for ground floor facades
- Placement and size of signage
- Awning style and dimensions
- Exterior light fixture style, size, photometrics, and placement



# IMPLEMENT PRIORITY CITY INVESTMENTS

The City is leading the forefront of corridor transformation, and has the opportunity to put in place investments that serve as the catalyst attracting outside investors. Public works investments are often needed to show a new direction before private investors are interested in change. Several key investments should be prioritized to convey the city's commitment to corridor transformation.

## RAIL TRAIL

The planned Rail Trail traversing north and south parallel to Salisbury Boulevard is a critical component of the overall vision for the corridor. This trail serves as a major transportation link for non-motorized users and a significant recreational amenity that in itself can spur development. The City should prioritize steps to secure funding, dedicated right-of-way, and initiate design. Salisbury University is moving forward with plans to build the southernmost sections, and as new development happens, developers should also be required to build the trail segments serving them. Grants through Cycle Maryland, Recreational Trails, and Transportation Alternatives may help fund planning, design, and construction. The investment from the University on implementing a trail segment may qualify as matching funds.

## GREENWAY

The planned Salisbury Greenway traversing east and west across town along the Wicomico riverfront will also be a significant transportation link and recreational amenity. Providing this new link opens up opportunities for more people to access resources and destinations. A master plan for this Greenway is currently underway, and key segments should move forward quickly to build interest and momentum. The downtown and Salisbury Boulevard area of the Greenway should be prioritized for implementation first, and then can expand east and west in following years. should also be required to build the trail segments serving them. Grants through Cycle Maryland, Recreational Trails, and Transportation Alternatives may help fund planning, design, and construction. The investment from the University on implementing a trail segment may qualify as matching funds.

## SALISBURY BOULEVARD STREETSCAPE

Streetscape improvements along Salisbury Boulevard that emphasize pedestrian comfort, safety, and aesthetic improvements will be the first steps toward changing perception of what US 13 is today. The City should continue coordinating with the Maryland State Highway Administration on traffic studies and engineering plans for improvements that are consistent with this plan.



## MAIN STREET STREETSCAPE

Salisbury developed a conceptual streetscape improvement plan in 2014, and is moving forward with construction. This will help upgrade and enhance pedestrian movement and aesthetics, which can help attract more store front businesses and investments in downtown Salisbury.

## WATERFRONT ENHANCEMENTS

Waterfront improvements are underway with more planned in the future. Creating a cultural center along the waterfront will be a significant community amenity and economic growth tool as more people are attracted to the area. An amphitheater will be the primary attraction with green space, a promenade, and shops and cafes along the Wicomico River.

## LOT E REDEVELOPMENT

The City has plans to issue an RFP to redevelop Lot E, which is a prominent downtown block at the corner of Salisbury Boulevard and Church Street. Redevelopment should offer a signature project that serves as the gateway to downtown. Development should be oriented to the street with minimal set back and a pedestrian scale façade along the streetscape. Parking should be internal to the building or oriented to Poplar Hill Drive.

## CHURCH STREET FAMILY CENTER

A new Family Center operated by the City Parks and Recreation Department is planned for an area just north of downtown in the Family Destinations zone. This will be an important catalyst as the area transforms into a more family-oriented community.

# FURTHER STUDIES NEEDED

Several components of this plan will require further studies beyond the scope of what this plan can accomplish. Detailed studies for specific projects are needed to identify the most cost effective and beneficial and most influential ways to move forward.

## TOWER ROAD EXTENSION

Tower Road represents an important piece of the proposed roadway network helping to establish more of a grid street pattern and offer rear access to new development sites along Salisbury Boulevard. This road also represents a significant gateway opportunity into the Hospital Zone from the south. A feasibility study should identify traffic projections, preliminary design, right of way needs, permitting requirements, cost estimates, public opinion, and funding mechanisms for the roadway. Partnering with developers should occur to help construct sections of the roadway as adjacent developments are built.

## RAILROAD BRIDGE REPLACEMENT

Railroad infrastructure will require significant coordination with Norfolk Southern, the railway owner. The City should lead the effort to make improvements that open up the connections between the East Main Street community and downtown, and should initiate a feasibility study. The study should identify any structural deficiencies of the current bridge and engineering alternatives to widen the opening allowing for improved multi-modal accessibility beneath the bridge, better visibility, and improved aesthetics for the greenspace around the bridge. The study should also identify right of way needs, permitting requirements, cost estimates, public opinion, and funding mechanisms as well as potential issues related to historic preservation and railway operations.

## UTILITY BURIAL

Burial of overhead utility lines will require coordination with Delmarva Power, the utility company. Utility companies typically will not fund the burial of utility lines and will look to the City to provide this funding. However, the utility company may put forward the costs for upgrading the system. A feasibility study for this initiative should determine potential upgrades, total costs, cost sharing opportunities, and funding mechanisms. This study should be led by the City in strong partnership with Delmarva Power.

## INTERSECTION IMPROVEMENTS AT EAST MAIN STREET AND MARKET STREET

A feasibility study should forecast traffic patterns based on new development and prepare a preliminary design that provides better accommodations for pedestrian and bicycle crossings and improves aesthetics. The study should assess benefits and constraints of intersection modifications including safety for all modes, public opinion, right of way impacts, permitting requirements, costs, and funding mechanisms.

## RAIL TRAIL SPUR

The abandoned railroad line connecting from the historic train station along Wilson Street to Mill Street is an opportunity to loop pedestrian and bicycle access back towards downtown. A feasibility study should identify options to acquire the land, materials to be salvaged, environmental and possible contamination constraints, preliminary design, construction cost, and public opinion.

## GREEN SPACE EXPANSION

Investing in public open space is an important symbol of the City's commitment to improving the community and the environment. The vision for Salisbury Boulevard incorporates new parks and open space throughout the corridor. As zoning changes, these spaces should be rezoned as open space and the city should actively seek to acquire these parcels as they come available. Funding may be available through Program Open Space or through the Public Works stormwater management program to address National Pollution Discharge Elimination System (NPDES) permit requirements to reduce stormwater pollution.

# FURTHER STUDIES NEEDED

## TRANSIT EXPANSION

Transit expansion will require coordination with Shore Transit and the Maryland Transit Administration, who manages the Locally Operated Transit (LOTs) Program and may provide funding towards service expansion. A feasibility study should be conducted to assess proposed routes and determine operating expenses, headways, appropriate stop locations, and anticipated farebox recovery. Most transit systems operate above their farebox recovery revenues, so additional funding sources may be needed. Offering rides at no cost could also help expedite transit movement and attract more riders.

Local institutions who would benefit from expanded transit service may be able to provide additional funding. An example would be the Pennsylvania State University “Loop” transit system that is free to ride and funded completely through student activity fees. The system provides access to the college campus as well as points throughout the community. Local parking revenues may also be increased to help fund transit, which can also promote more people to use transit and rely less on single-occupancy automobiles. An example is the Baltimore “Charm City Circulator” shuttle bus provides quick and frequent access throughout downtown at no charge to riders, and is funded through local parking garage revenues.



Expanding bus service with more frequent, reliable, and comfortable rides can help reduce reliance on personal automobiles.

# COORDINATE WITH PRIVATE SECTOR PARTNERS

## MARKET CORRIDOR INVESTMENT

The City should coordinate meetings with key stakeholders to discuss the core thematic elements of an effective name and brand. In the case of the University Zone, which appears to be the most important next step now that the Downtown brand has been launched, these stakeholders could include representatives from the University, local merchants, and nearby residents. This collaboration will help to ensure that key parties are involved in the process, and invested in the outcome. Then, as funds become available and the underlying policy work is approaching maturity, professional marketing and branding assistance can be secured.

## DEVELOPERS

While this analysis provides some guidance as to the general strategy for each Character Zone, there remains a great deal of fine tuning and calibrating to be done in each. This is where focused conversations with developers – both local firms and ones from out of town – may help to translate theoretical ideas into specific proposals. Developers may have useful information about what might make an area attractive or unattractive, and practical advice about how to overcome financial or logistical challenges. By bringing these parties in early in the process, it also helps to ensure that they feel invested in the outcome. These meetings, or other useful contacts with real estate professionals, could be facilitated by the local Bay Committee of the Urban Land Institute.

## BUSINESS OWNERS

Within each section of the Corridor, there are numerous existing business owners, many of whom have invested significant sums of money and effort into their places of work. It will be important to talk with these businesspeople, establishing a shared agenda for ensuring that they will become beneficiaries of positive neighborhood change. This may involve brainstorming with them how they might fit into an improved section of the Corridor, as well as identifying roadblocks (such as long-term leases) that might prevent progress from ever taking place. The Salisbury Chamber of Commerce would make a good partner for facilitating these conversations.

