



RANDY TAYLOR  
MAYOR

ANDY KITZROW  
CITY ADMINISTRATOR

# City of Salisbury – Wicomico County

PLANNING AND ZONING COMMISSION  
P.O. BOX 870  
125 NORTH DIVISION STREET, ROOMS 201 & 203  
SALISBURY, MARYLAND 21803-4860  
410-548-4860  
FAX: 410-548-4955



JULIE M. GIORDANO  
COUNTY EXECUTIVE

BUNKY LUFFMAN  
DIRECTOR OF ADMINISTRATION

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## MINUTES

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The Salisbury-Wicomico County Planning and Zoning Commission ("Commission") met in regular session on May 15, 2025, in Room 301, Council Chambers, Government Office Building, with the following persons participating:

**COMMISSION MEMBERS:**

Charles "Chip" Dashiell, Chairman  
Daniel Moreno-Holt  
Matt Drew  
Mandel Copeland  
Joe Holloway

**PLANNING STAFF:**

Nick Voitiuc, City of Salisbury, Department of Infrastructure and Development ("DID")  
Jessica Crenshaw, City of Salisbury, DID  
Betsy Jackson, City of Salisbury, DID  
Tracey G. Taylor, Wicomico County Department of Planning, Zoning, and Community Development ("PZCD")  
Janae Merchant, Recording Secretary, PZCD  
  
Laura Ryan, City of Salisbury, Department of Law  
Reena Patel, City of Salisbury, Department of Law

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Chairman Dashiell called the meeting to order at 1:30 p.m.

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**MINUTES:** The minutes from April 17, 2025, were brought forward for approval. Mr. Matt Drew entered a motion to approve the minutes, seconded by Mr. Daniel Moreno-Holt, and duly carried. The minutes from the April 17, 2025, meeting were **APPROVED**.

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**FINAL COMPREHENSIVE DEVELOPMENT PLAN - EAST NAYLOR MILL LOT 4 - St. John Properties, represented by Parker and Associates - East Naylor Mill Road - GC - General Commercial District - M-0119, G-0011, P-0240, Lot: 4 - #23-032 (J. Crenshaw)**

Ms. Jessica Crenshaw, Mr. Ken Finley, Development Manager with St. John Properties, and Mr. Brock Parker with Parker and Associates approached the table. Ms. Crenshaw presented the Staff

Report.

Parker and Associates, on behalf of the developer, has submitted a Final Comprehensive Development Plan ("FCDP") for the development of two (2) flex/R&D buildings on 7.62 Acres. The remaining 1.10 acres on Lot 4 will be reserved for future use.

Staff presented the Comprehensive Development Plan Review, which included the Site Plan, Building Elevations/Floor Plans, Sign Plan, Landscaping Plan, Development Schedule, Community Impact Statement, Statement of Intent to Proceed and Financial Capability, Fire Service, Stormwater Management, Resubdivision Plat, Forest Conservation Program, Transportation, Streets, and Pedestrians.

Staff noted that the sign details submitted with the application do not currently meet the standards in 17.216.110. If larger signs are desired, a variance may be requested by the Board of Appeals to permit the larger signage. A Comprehensive Sign Plan shall be required, showing the overall design, colors, and location of signs throughout the center. The Sign Plan will need to be submitted to and approved by the Planning Commission before the installation of any signs.

Staff recommended that the Planning Commission approve the Final Comprehensive Development Plan subject to the following three (3) conditions.

1. The site shall be developed in accordance with a Final Comprehensive Development Plan Approval that meets all Code Requirements. Minor plan adjustments may be approved by the Salisbury Development and Improvement Department ("DID").
2. Submit a comprehensive sign plan for Planning Commission approval prior to sign installation.
3. This approval is subject to further review and approval by the Salisbury DID, the Salisbury Fire Department, and other agencies as appropriate.

Mr. Parker discussed the notable changes that have occurred since the Commission last reviewed this Plan. There will be screening on the property lines along the residential side, in addition to a row of trees for landscaping and a fence buffering that side.

Chairman Dashiell stated that he would entertain a motion to approve the Final Comprehensive Development Plan for East Naylor Mill Lot 4, subject to the three (3) conditions listed in the Staff Report. Mr. Moreno-Holt entered a motion to approve, seconded by Mr. Joe Holloway, and duly carried.

Chairman Dashiell stated the motion was **APPROVED**.

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At 1:47 p.m., Ms. Laura Ryan left the meeting, and Ms. Reena Patel replaced her as the City attorney.

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**CERTIFICATE OF DESIGN AND SITE PLAN APPROVAL – SALISBURY TOWN CENTER APARTMENTS – Salisbury Town Center Apartments LLC, rep. by Parker and Associates – Camden St., West Market St., and Circle Ave. – CBD - Central Business District – M-0107, G-0014 and 0020, P-1066,1071, 1074-1077 - #22-033 (N. Voitiuc and B. Jackson)**

Mr. Nick Voitiuc, Ms. Betsy Jackson, Mr. Brad Gillis, with Salisbury Town Center Apartments, LLC, and Mr. Michael Sullivan, counsel for the applicant, joined Mr. Parker at the table.

Chairman Dashiell welcomed Ms. Reena Patel to the meeting. He also announced that a request had been received from Ms. Carolyn Wohlgemuth to remove the Salisbury Town Center Apartments from the agenda due to the briefing book not being made available to the public in time to prepare. Chairman Dashiell mentioned that the agenda had been posted, and anyone could call in to request a copy of the Staff Report; the briefing book is posted as a courtesy. The item remained on the agenda.

Chairman Dashiell discussed the process to follow for the hearing of this case. The Planning Staff will present the Staff Report, after which the developers will have an opportunity to comment or raise any issues. After that, the floor will be open to the public for comments.

Mr. Voitiuc presented the Staff Report.

Parker and Associates, on behalf of the applicant, submitted a Final Certificate of Design and Site Plan for Salisbury Town Center Apartments, which included 222 residential units, a parking garage, and retail space. The retail space will be 7,500 sq. ft. The proposed parking will include a five-level public parking garage adjacent to the site, with 450 parking spaces.

Staff presented the Comprehensive Development Plan Review, which included the Site Plan, Building Elevations, Sign Plan, Salisbury Historic District Commission, Landscaping Plan, Open Space, Fire Service, Stormwater Management, Critical Area Commission, Transportation, Streets, and Pedestrian access.

Staff recommended tabling the Certificate of Design and Site Plan for the Salisbury Town Center with the following seven (7) conditions to be reviewed by the Planning Commission.

1. Provide complete Critical Area approval.
2. Provide complete Salisbury Historic District Commission approval.
3. Provide a traffic impact study and recommendations for upgrades to transportation infrastructure as needed.
4. Provide recommendations to Planning Commission on increasing parking to service the project and the surrounding area that will be negatively impacted by loss of surface parking.
5. Provide plan revisions showing compliance with density regulations on each parcel so that housing density is not clustered in a way greater than intended in the CBD by code.
6. Provide a Community Impact Statement.
7. This approval is subject to further review and approval by the Salisbury DID, the Salisbury Fire Department, and other agencies as appropriate.

Mr. Parker reviewed the site plan to go over what is planned for the development. They have proposed 222 apartment units spread over three (3) total buildings separated by Camden and Circle Avenues. The three (3) buildings will have aerial walkways connecting each of them, so people will be able to traverse from building to building on foot. A 450-space garage will be attached to the building and will have public parking spaces for use in the City of Salisbury. There will be retail space fronting Unity Square. All frontage will be improved to the City of Salisbury's expectations for streetscapes. Each building will have its own loading space and dumpster. Building A will feature a public alley on the north side, serving as the loading space, with a dumpster located in the back right corner. Building B, the loading space, and the trash area are located inside the building, serviced by Camden Street. Building C will have a public alley on the right side and a dumpster behind the building. Again, the loading space will be in the public alley.

Mr. Sullivan addressed four (4) topics of great concern with Salisbury DID.

**Provide complete Critical Area approval.** An email from Ms. Crenshaw (DID) to Mike at Parker and Associates, regarding the Critical Area Review, stated that all previous comments had been addressed, and the project could proceed with final plan reviews. On May 1<sup>st</sup>, Salisbury DID submitted the project plans to the Critical Area Commission for the State of Maryland's review. Mr. Sullivan asked if anyone had received any information from the Critical Area Commission. Ms. Tracey Taylor said she had reached out to the Project Chief, Charlotte Shearin, with the Critical Area Commission, and Ms. Shearin said she had received the information from the City, which appeared to comply with Critical Area requirements. Ms. Taylor previously shared this information with Chairman Dashiell.

**Provide complete Salisbury Historic District Commission approval.** The approval by the Salisbury Historic District Commission should not hold up the approval of this final site plan. In June 2021, the final revised Certificate of Design and Site Plan for The Ross Apartment Complex Building #2 was approved by the Planning Commission. One of the conditions in that Staff Report was "The Applicant must obtain approval from the Historic District Commission."

**Traffic Analysis:** A traffic evaluation was completed in February 2025 by The Traffic Group. Mr. Sullivan quoted from the report, "As shown on Figure 2, fewer than 25 peak hour trips will be added to the intersections on the surrounding roadway network. Therefore, the proposed Salisbury Town Center multi-use development project will not have a negative effect on the surrounding roadway network." Additionally, the Staff Report created by Salisbury DID in November 2023 for a Special Exception – Density Increase for Salisbury Town Center, LLC, indicated that the applicant had provided a traffic analysis, which indicated minimal impacts and no increase in congestion on the streets or hazardous traffic conditions.

**Increase parking to service the project and the surrounding area that will be negatively impacted by the loss of surface parking.** It was noted in Resolution No. 3263, passed by the City Council on June 20, 2023, in Section 5.1.3, that "the City shall complete construction of the Town-Center Parking Garage on or before the CO-Deadline or the Extended CO-Deadline (if applicable). The Parties expressly acknowledge and agree the terms contained in the immediately preceding sentence constitute a material part of the consideration to be received by Developer hereunder, without which Developer would not enter into this Agreement." Also, the City DID Staff Report from July 20, 2023, mentioned "The project includes a 450-space public parking garage that will have access to Camden Street and Circle Avenue." The public parking garage will not only facilitate parking for this project, but also for all citywide residents and visitors. Mr. Sullivan requested that the Commission strike the condition regarding parking.

**Provide a Community Impact Statement.** The recommendation of a Community Impact Statement is referenced in a Comprehensive Development Plan ("CDP"). A CDP is not required for the development of property in the Central Business District ("CBD"); a Certificate of Design and Site Plan approval is needed in the CBD.

Mr. Sullivan also read a paragraph from the minutes for July 20, 2023. Mr. Brian Soper (a City Planner) stated, "The code language says because the project is in the Parking Tax District, there is not a requirement for the development. Parking falls under the Parking Authority, which is not subject to the Commission opinion."

Mr. Sullivan respectfully requested that the Planning Commission approve the Applicant's request for the Final Site Plan approval with the condition that the Historic District Commission approve

the request of Salisbury Town Center Apartments, LLC. Additionally, he requested that the Planning Commission confirm this property is located within the City's Parking Tax District and, therefore, is subject to the Parking Tax District regulations.

Mr. Holloway discussed the Commission's desire to have a Community Impact Statement for this project. Mr. Sullivan indicated it is not generally required for development in the CBD.

Mr. Drew requested clarification on which entrance was the main entrance, Camden or Circle Avenues. Mr. Parker responded, stating that both entrances would be open to the general public.

Mr. Drew also recommended a 20-minute loading and unloading space dedicated to each building, located close to the main entrances. Mr. Gillis mentioned that there are parallel parking spaces on Circle Avenue, and they could work in conjunction with the City of Salisbury to designate a few of those spaces for loading and unloading.

Mr. Drew asked if the 2023 Parking Study, completed by Desman Design Management, was reviewed and agreed upon by the City Staff and the Developer. Mr. Gillis indicated there was dialogue with the Commissioners, and he offered to have a parking study done. He worked with the City Administrator at the time, Mr. Andy Kitzrow, to gather all of the parking data regarding parking permits. Live counts were completed on a Thursday and a Saturday. The parking study was not a requirement, but it was strongly encouraged. Mr. Sullivan followed up by stating the parking study was requested by Mr. Brian Soper of the City of Salisbury DID before the November 23, 2023, Board of Appeals hearing. The Staff Report from that meeting mentioned on page three (3), "the Applicant has provided a parking study, attachment seven (7) to that Staff Report, so it's already been in the record, demonstrating there will be sufficient public parking for the surrounding area."

Mr. Sullivan submitted Applicant's Exhibits A–J, and they were entered into the record.

Mr. Holloway asked Mr. Sullivan why a Community Impact Study would not be provided when it has been the Commission's history to request them. Mr. Sullivan responded, stating, first and foremost, it is not required; secondly, concerning this particular project, it arises from declarations of surplus made by the City of Salisbury and at Mayor and Council meetings that were advertised. It also results from requests for proposals prepared by the City of Salisbury, which were presented at City Council meetings and published for interested parties and the public. Finally, the amended and restated agreement is before you as Exhibit I. That was an agreement considered and passed in an open session for this particular project. Mr. Sullivan stated he has never been part of a project with more community input. The developer received hours of testimony and believes that the input demonstrates "the impact."

The following individuals from the public came forward:

**Ms. Holly Worthington:** (lives at 212 South Clairmont Drive and has a downtown office at 300 West Main Street in Salisbury) **Opposed.** According to the Code, office space requirements state one parking space per 400 sq. ft. Her office space has over 2500 sq. ft., which would mean at least six (6) spaces. Currently, her building has zero on-street parking and no loading and unloading zone. When she purchased this building, she was informed that Lot 15 was the designated parking lot. The CBD parking for proposed developments within these districts will be evaluated on a project-by-project basis, with recommendations from the Planning and Zoning Commission to the Mayor and City Council. She believes existing parking cannot be sold, then add developments without considering how it impacts the existing tenants and guests. She also believes the Traffic Study performed did not adequately capture the traffic downtown during the week, nor on the best streets.

**Mr. Robert Taylor:** (Salisbury resident) **Opposed.** He mentioned that the Board of Appeals had turned down the request for the density increase. One of the stated concerns was the adverse effect on the community. The development plans do not indicate any on-site parking and loading/unloading, which is a requirement in the Code; however, it may not apply to the Salisbury Tax District. The Salisbury University Performing Arts Center was not factored into the traffic studies. He would like to see this project tabled until next month's meeting.

**Ms. Lynne Bratten:** (Salisbury resident) **Opposed.** Her concern is that not all of the requirements have been met in this particular application. The June 25th Historic District agenda has an item to revisit the request for Salisbury Town Center's Historic Commission approval, and she believes this project should be tabled until all of those items are addressed. In 2020 and 2021, she believed some things were done in our city, and they are now being quoted as precedent. During that time, most people were preoccupied with survival, so perhaps things were done without a thorough hearing or a full consideration of the consequences. The city is changing. We have the Salisbury Town Center project, Unity Square, and the new Performing Arts Center, which will replace the former library. The library did not have a lot of evening parking, so when people came home from work, parking spaces may have been more available. However, with the addition of a Performing Arts Center, those parking spaces may or may not be available now.

**Ms. Nancy Roisum:** (Salisbury resident) **Opposed.** She asked the Commissioners to reflect on all the facts, not just whether something is a precedent or not, and how these designs will affect our future in downtown Salisbury. She does not believe the Traffic Impact Study takes into consideration the travel of the proposed tenants. They will be shopping, going to the beach, driving kids to events, picking up and dropping off at bus stops, and managing delivery trucks, including FedEx. Indicating thirty (30) trips at rush hour is not satisfactory planning.

Chairman Dashiell asked if there had been any changes to the project since the time of the Preliminary Site Plan. Mr. Parker said there have not been any material changes. He also addressed the following:

1. **Parking Count Minimums:** There are no parking count minimums in the Code for property within the CBD within the City Parking Tax District. This was confirmed in Mr. Soper's Staff Report dated July 20, 2023, and in today's staff Report.
2. **Density:** This is defined in the City Code as the maximum number of dwelling units, not on a lot-by-lot basis. Both Staff Reports treated density for the total project.
3. **Historic District Commission:** The Commissioners should base their decision on the approval of the Historic District Commission.
4. **Critical Area Commission:** A condition should remain pending the approval of the Critical Area Commission.
5. **Traffic Impact Study:** A sufficient Traffic Impact Study is not defined in the City Code; it is not a requirement in the CBD. He believes it is up to the Planning Commission to include it as a condition.

Mr. Moreno-Holt and Mr. Drew agree that traffic will flow where the lanes are available, and there will not be a concern.

Mr. Holloway made a motion to table the entire project to obtain a Traffic Impact Study completed by the City Staff or the Developer. Chairman Dashiell inquired if there was a second to the motion. There was no second, so the motion failed.

Chairman Dashiell confirmed that the majority of the Commission members feel it is not necessary to include a Traffic Impact Study as a condition to any approval of this project moving forward. He also received a consensus that the Community Impact Statement could not be a condition of approval since it is not required in the CBD and had not been included in the Preliminary Certificate of Design and Site Plan.

Mr. Holloway requested that Chairman Dashiell, Mr. Copeland, and Mr. Drew recuse themselves from voting on this project due to their connection with the Greater Salisbury Committee. After further discussions, it was determined there were no conflicts of interest and they did not recuse themselves.

Chairman Dashiell stated that he would entertain a motion to grant Final Certificate of Design and Site Plan approval for the Salisbury Town Center Apartments, subject to the following conditions: 1. Obtain all necessary approvals from the Historic Commission; 2. Obtain all necessary approvals from the Critical Area Commission; 3. Exterior signage shall be subject to Planning Commission review and approval; and 4. The project is subject to further review and approval by the City Department of Infrastructure and Development, the City Fire Marshall, and other applicable agencies. Mr. Drew entered a motion to approve, seconded by Mr. Moreno-Holt. Mr. Holloway opposed the applicant's request. The Commission approved the Final Certificate of Design and Site Plan with all other members and the Chairman voting AYE.

Chairman Dashiell stated the motion was **APPROVED**.

Chairman Dashiell thanked the public for being present at the meeting. He understands the community is very interested in this project. He further stated that the Planning Commission is responsible for making decisions, and they make them to the best of their ability. They are volunteers, not the professional people. The Commission looks to the professionals, which includes the developers and the Planning Staff, and cannot make good decisions without their input.

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## **COMPREHENSIVE PLAN UPDATE – (City – J. Crenshaw)**

DID continues to review the existing draft and review feedback received from the survey. The two (2) prior focus group meetings were well attended. There are two (2) remaining dates and topics:

1. Tuesday, May 20 – Housing & Historic and Cultural Resources; and
2. Thursday, June 12 – Water Resources & Environmental Resources, and Sustainability.

Some comments they have received include:

- Consider locations for future industrial development;
- Expanding recreational opportunities;
- Adding pocket parks in neighborhoods; and
- Creating bike lane/trail continuity and improving safety.

They have entered into a contract with the Center for Watershed Protection to prepare the Water Resources Element.

They would like to have a full draft prepared by the summer. By fall, they hope to have completed the Planning Commission workshops, outside agency reviews, and final edits. After that, they can proceed with the public hearings and adoptions in winter. They are adding information to their website, including all the presentations, and compiling the information from the focus groups, so the public can have a comprehensive look at what is being discussed during the meetings.

Mr. Drew mentioned he had attended a session; the Staff had done a fantastic job of having a plan, and the presentations were facilitated well. He said the format was great and very professionally completed.

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#### **PLANNING DIRECTOR UPDATE(S) – (T. Taylor)**

Ms. Tracey Taylor provided updates on the following:

- Ms. Becky Thayne took the Certified Floodplain Manager Exam and passed it on the first attempt.
- A big focus in Planning and Zoning is professional certifications. All Building Inspectors are studying for their residential and commercial licenses. A few are studying for their Zoning Certifications, and the newest plumbing inspector is studying for his master's license.
- The Draft FY26 Plan for the Educational Facilities Master Plan (the comprehensive plan for the Board of Education) is being prepared. Ms. Thayne, Ms. Kirsten Purnell, and Ms. Kaylee Justice have been compiling statistics and providing development data for school projections and enrollments for the draft.
- Ms. Thayne, Ms. Purnell, Ms. Justice, and Ms. Courtney Culver have been working on the annual report. This report will show all development activity and the Commission's actions over the last year. Mr. Keith Hall has been working on compiling the report and should be on June's agenda. After the Planning Commission makes a recommendation, it is sent to the County Council and the County Executive; the report is typically due to the state in July. This is the first time in many years that Wicomico County has been required to submit the long form to the Maryland Department of Planning, as this past year the County issued more than 50 single-family dwelling unit building permits, which triggered the use of the long form.
- Last month, Ms. Taylor mentioned the RFP was sent out for an update of the 2006 Housing Study for Wicomico County. No bids were received, and it was assumed this was due to the stringent requirements in the RFP, which required physical surveys on every house. The RFP was revised and will be sent out again.
- Ms. Taylor, Ms. Amanda Pollock, and Mr. Adam Correy reviewed the four (4) vendors who had bid on the Comprehensive Water and Sewer Plan. All vendors were good, and she hoped she would announce who was awarded the job at next month's meeting.
- Mr. Colin Harrison is wrapping up the County's update to the Critical Area Ordinance. Planning is also funding the Mardela Springs update to their Critical Area Ordinance, and the Commission will soon hear from Mr. Harrison regarding his progress.
- Ms. Purnell is the sole Project Manager on the Priority Funding Areas ("PFA") project. She has already analyzed areas in North and South Delano Avenue, Regency Drive, and President's Way. She has certified them as PFA and applied for a State Revolving Fund Loan to service failing septic areas. She is now focusing on areas along Old Ocean City Road, going from Moss Hill Lane up to Beaglin Park. Ms. Taylor believes this involves thousands of properties and could be a two-year long process.

Mr. Drew was very pleased with the task of identifying PFAs. He asked Ms. Taylor if she could provide a map showing the progress that had been made, as this was a long-standing environmental issue related to water and sewer extensions. Ms. Taylor also mentioned that, once the Commission splits, she would like to have short presentations for the Planning Commission on these key planning projects.

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## ANNOUNCEMENTS

Chairman Dashiell thanked the City and County Planning Staff for all they do every day and the Planning Commissioners.

Mr. Voitiuc announced that Ms. Betsy Jackson passed her Certified Planner Exam over the weekend.

Mr. Holloway announced that it has been a pleasure working with St. John's Properties. They have come to the area not expecting any special treatment. In 2018, they received the Developer of the Year award from the National Commercial Real Estate Development Association.

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With no additional comments, Chairman Dashiell requested a motion to adjourn the meeting. Mr. Moreno-Holt made the motion, seconded by Mr. Copeland, and duly carried.

The meeting adjourned at 4:37 p.m.

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The next regular Commission meeting will be on June 26, 2025.

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This is a summary of the proceedings of this meeting. Detailed information is in the permanent files of each case as presented and filed in the Wicomico County Department of Planning and Zoning and Community Development Office.

  
Charles "Chip" Dashiell, Chairman

  
Tracey G. Taylor, Secretary

  
Janae Merchant, Recording Secretary