

SALISBURY VISION 2020

COMPREHENSIVE PLAN

**Adopted by
Salisbury City Council
March 20, 2001**

EXECUTIVE SUMMARY

SALISBURY VISION 2020 COMPREHENSIVE PLAN

ACKNOWLEDGMENTS



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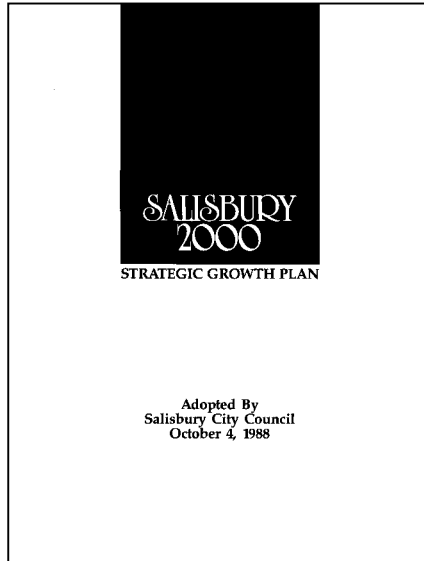
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Introduction



Salisbury 2020: The Tradition Continues

Salisbury 2020 marks the second major phase of a community planning process started in the late 1980s, known as the Salisbury 2000 Strategic Growth Plan. During the rapid growth era of the 1990's, the Salisbury 2000 Plan served as the primary policy instrument of the City of Salisbury in managing its growth and development. It became a fixture in the City's development review system and generally, as plans go, became quite well known in the community. Interestingly, since its adoption in 1988, much of the

structure and content of Salisbury 2000 has been emulated by other communities in North Carolina and elsewhere.

Beyond the Strategic Growth Plan, Salisbury has emerged during the past ten years as a model in the region, state and, in some respects, the nation for many aspects of successful community planning. In particular, Salisbury has earned recognition for its efforts in historic preservation, downtown improvement, community appearance, neighborhood revitalization, parks and recreation, citizen participation, public-private partnerships, and a number of other community improvement initiatives.

Salisbury Vision 2020 is intended to continue the type of successful community planning that the original Salisbury 2000 Plan began, while bringing some of the most current and effective approaches to growth management into the body of the policies.

Need for Planning

Cities seldom stand still; they are continually, growing, changing, and evolving as places of human interchange. Salisbury is no exception. Salisbury Vision 2020, therefore, addresses a number of pressing issues facing the city that require considerable attention and concerted action. Among these issues are:

- traffic congestion on major streets increasing at a pace far in excess of population growth
- some neighborhoods hampered by poor housing, crime and other social problems
- strip commercial development and its plasticized, "anywhere USA" appearance
- leapfrogging, single purpose subdivisions, isolated from services and jobs
- near total dependence on the individual automobile, with few options for biking, walking or riding the bus
- the rising cost of city services in the face of an inefficient, sprawling growth pattern
- a downtown area that, despite considerable success, has on-going needs for revitalization and reinvestment
- aging water and sewer systems in need of major improvements and replacement.
- parks, recreation and open space facilities being strained to keep up with growth-induced demand
- inappropriate development threatening Salisbury's natural and cultural resources, unique sense of place, and quality of life

These issues run contrary to Salisbury's long-standing dedication to maintaining and enhancing a high quality of life for its citizens. The Salisbury Vision 2020 Plan represents the community's collective response to tackling these issues head on.

Leadership and Involvement

Effective leadership and involvement is critical to the success of an effective planning program. Fortunately, the Salisbury community is well stocked with talented leaders in all areas of civic life. From successful business people, to respected political leaders and public servants, to philanthropists-big and small, to community-minded news media, to institutions of faith and learning, to citizens with a special appreciation for history and tradition, Salisbury is unusually blessed with more than its share of gifted leaders.

Preparation of this plan involved an informed and active group of citizens, the Salisbury Vision 2020 Steering Committee. Appointed by City Council, this 18-member committee represented a broad cross section of Salisbury's people, from many geographic, economic and social perspectives. Through the dedicated efforts of this capable citizens' committee, every policy statement considered for this plan was reviewed and discussed, approved, disapproved or amended. In addition, the Salisbury Vision 2020 Committee received considerable support from the staff and consultant to the City of Salisbury, and input from the many civic leaders, board members, invited speakers, and citizens who attended the numerous input and educational sessions held during the planning process.

Plan Overview

The content of this Executive Summary parallels the content of the full Salisbury Vision 2020 Comprehensive Plan. The comprehensive plan is organized according to a logical progression of thought. It begins with an *historical perspective*, establishes a *future vision* to be pursued, and then sets forth the *specific policies* to make that vision come true. Each major section of the plan may be described as follows:

Salisbury's History and City Form provides an historical perspective of the growth and development of the City of Salisbury, not for the sake of rehashing the past, but to see if any valuable lessons can be learned from which the present and future city may benefit.

Salisbury's Vision sets forth a collective view of how the citizens of Salisbury would like to have their city look and function by the year 2020. This series of vision statements evolved from town meetings

held early in the planning process to gather citizen perspectives on "wanted" and "unwanted" futures.

Salisbury's Areas sets forth policies on the preservation, development, and redevelopment of five principal types of areas that together make up the urban fabric of Salisbury: **Neighborhoods, Commercial Areas, Industrial Areas, Downtown Salisbury, and Parks, Open Space, and Greenways**. In setting forth policies for *neighborhoods, commercial areas and industrial areas*, policies are organized according to *older areas* (pre-world War II, *newer existing areas* (World War II to the present) and *areas yet to be*.

Salisbury's Transportation sets forth policies on the design and function of **Streets**, both **Major** and **Minor**, as well as **Sidewalks, Bikeways**, and **Public Transportation**. Much emphasis is placed on restoring the balanced use of streets by vehicles, bicyclists, and pedestrians.

Salisbury's Appearance establishes policies on various city amenities and their aesthetic impact on the community. Chapters include **Street Trees, Streetlights, Utility Poles and Wires, City Entrances, Community Character, Landmarks and Vistas, and Residential Architecture and Landscape Design**. Included in the chapter on residential design guidelines are measures to create a safer, more secure community.

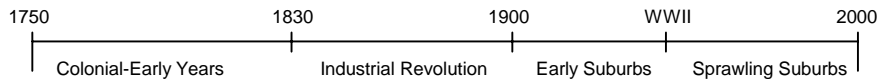
Salisbury's Water and Sewer Services provides an overview of the City's water and sewer services, and explains their influence on the location, timing, and density of new development. Policies are set forth to guide the extension of water and sewer services so as to promote a desirable growth pattern.

Salisbury's Growth Strategy builds upon the policy foundation set forth in each of the preceding chapters and describes in mapped form the City's intentions for the geographic distribution of growth over the next two decades. Also included in this section is a description of the *neighborhood planning area* concept, along with several guiding principles to encourage complete neighborhoods, rather than isolated, single purpose subdivisions.

City History and City Form

The full narrative of the **City History and City Form** section of the Salisbury Vision 2020 Comprehensive Plan describes the growth and expansion of the City of Salisbury from the colonial era up through the present day. Four major historic growth periods are discussed as to their impact on the form and function of the city:

- | | | |
|--------------------------|-----------------|-------------------|
| 1. Colonial Early Years | "Horse & Buggy" | (1750 to 1830) |
| 2. Industrial Revolution | "Railroad" | (1830 to 1900) |
| 3. Early Suburbs | "Street Car" | (1900 to WWII) |
| 4. Sprawling Suburbs | "Automobile" | (WWII to present) |



This executive summary focuses on the last growth period, *Sprawling Suburbs*, or the post-WWII era of the past fifty years. Specifically, the negative influences of suburban sprawl on the city are discussed. Then, a number of general policy recommendations are set forth to help correct the problems caused by sprawl.

Post-War Suburban Sprawl and its Influences

America's disproportionate dependence on the automobile and over-reliance on "separation-of-uses" style zoning has led to suburban development problems which cities like Salisbury are now confronting:

Land Use:

The partial separation of land uses, which began in the 1910's and '20's, became total in the suburban developments of the '70's, '80's and '90's. Today, large tracts of land are routinely developed exclusively for single-family residential purposes. Residents of these areas are totally dependent upon the automobile to take them to shopping, work, or social affairs.

Housing:

Market segmentation is the watchword of most of today's residential developments. In today's real estate market, there are developments which cater exclusively to specific housing market "niches" for every age and stage of the life cycle. (i.e. starter homes, move ups, empty nesters, managed care facilities, etc.)

Economic and Racial Segregation:

In addition to market segmentation by age, there is also a pronounced market segmentation by economic class and, by default, race. Thus, there is housing for the poor, the low income, middle class, upper middle class and upper class. Despite the desegregation initiatives of the past three decades, our society has never been more fragmented in terms of the economic and racial makeup of our neighborhoods.

Density of Development:

The predominant forms of development in the suburbs of Salisbury and Rowan County are in one of two categories: (1) high density multi-family housing in apartments, condos, and town houses or (2) low density single-family residential development which is neither urban nor rural.

Street Patterns:

Curvilinear streets are the norm for suburban developments today. Originally designed in the late 19th century to respond to site topography and natural forms, curvilinear streets are now done as much for style as for site conditions.

Neighborhood Connectedness:

Neighborhood streets in today's suburbs are not connected to those of adjacent developments. This leaves residents with no option other than to use the closest major thoroughfare— even for local errands. It immobilizes children and makes them totally dependent upon their parents to go anywhere outside the immediate neighborhood.

Construction and Maintenance of Urban Infrastructure:

Water lines, sewer lines, new roads, storm drainage, natural gas lines, electricity, and phone service are all more expensive to build and maintain in today's new suburbs.

Delivery of Public and Private Services:

Public transit, postal delivery, trash pick-up, police protection, and school buses are a few of the services which have become expensive and inefficient to operate in today's low density suburban areas.

Scale of Development:

New commercial uses have grown in scale and proportion to the point that it is not surprising that residential neighborhoods disdain them as neighbors. Retail commercial uses, in particular, with their attendant eye-grabbing signage and large, floodlit parking areas are especially disfavored. As a result, these uses are either stripped along major streets or clustered in shopping centers.

Commercial Architecture and Building Character:

"Monolithic" and "lacking detail" are two general descriptors of automobile-oriented architecture. Human scaled, pedestrian-oriented architecture with its associated architectural details, street furniture, and signage, has given way to modular, monolithic construction practices.

Residential Architecture and Building Character:

Homes which once pulled up to the street, thereby creating a streetspace and sense of place, are now set back as far as possible, aloof and distant, but impressive. Front porches, which once looked out upon the public realm of the street, inviting neighborly visits, have now been replaced by private decks and patios to the rear.

Sidewalks:

Most suburban developments of the last few decades have done away with sidewalks altogether. Without front porches to encourage neighborly dialogue, and with no destinations (e.g. a community park or corner store) within walking distance, sidewalks have no purpose in such developments.

Street Trees:

Originally provided by the developer as part of a new neighborhood, the planting of street trees is today largely left up to the homeowner. Where the consistent planting of street trees once created an attractive overhead canopy for the common "room" of the street, today's random planting of trees draws attention away from the street and to the glorification of the individual property.

Ten General Policy Recommendations

To help correct for the negative influences of suburban sprawl as outlined above, the following ten general policy recommendations (GPR's) may be set forth regarding the future development and redevelopment of Salisbury.

GPR-1. Complete neighborhoods, rather than monolithic subdivisions, should be encouraged. Neighborhood designs should foster a mixture of compatibly scaled housing types on compact, urban lots. Appropriately scaled and designed shopping, working and gathering places should be integrated into the design and redesign of complete neighborhoods.

GPR-2. Demand for large scale commercial, institutional and manufacturing facilities should continue to be met in locations buffered

from neighborhoods. Buffering may be accomplished by transitional land use (preferred), by screening, or by distance, if necessary. Access to these areas by means other than the private automobile, should be designed into the original development plans.

GPR-4. Provision for public transit and other alternatives to the private automobile (i.e. bicycling and walking) should be encouraged within the development and redevelopment of all residential, shopping, gathering and work places.

GPR-5. Street patterns should be carefully configured to allow for multiple outlets from neighborhoods, and for connections between neighborhoods, without encouraging through traffic from outside adjoining neighborhoods.



GPR-6. A network of planned walkways and bikeways should be implemented as an integral part of city growth and development. Sidewalks, and where appropriate, bikeways, should be required as part of the necessary infrastructure for new development.

GPR-7. Regularly spaced street trees, selected and planted in accordance with a city street tree master plan, should be required in new developments, whether commercial, office or residential.

GPR-8. New public and private buildings of architectural significance should be placed in locations of prominence and visual importance. Such uses might include post offices, branch libraries, schools, community buildings, firehouses, and places of worship.

GPR-9. Each neighborhood area should have adequate open space designed into the development from the start. If possible, this should include a central open space in the form of a public square or commons suitable for outdoor gatherings and quiet enjoyment.

GPR-10. Residential architecture should respect the value of the street upon which it faces, and contribute to the sense of community. This generally means houses pulled up to the street, porches in front, a front walk connecting to the sidewalk, and garages to the rear.

The Community's Vision



Small Town Character and Community Identity.

We see Salisbury as a distinct urban enclave, bordered in several directions by farms, open fields, and woodlands. As we approach the city limits, we note the dramatic change in character from the rural countryside to the urban streetscape (landscaped central median, overarching street trees, attractive streetlights) of Salisbury. We appreciate the architecture that is unique to historic Salisbury, free of the plastic, fast food franchise architecture prevalent in so many other communities.



Getting Around.

We see a community with "full-service streets" in which cars and pedestrians, bicyclists and buses are equally at home. We see streets with ample sidewalks, large trees reaching over the street, and attractive pedestrian-scaled streetlights. We see well-planned neighborhoods, designed to encourage walking from home to work, from home to the corner store, or from home to the transit stop.



Environmental Quality.

We see a community with clean air, made possible by less dependence upon the automobile, and the recruitment of environmentally compatible industry. Compared to other communities, we see more people walking, biking, or taking the bus. Our city is designed to cause less traffic congestion and require shorter commutes. We have well controlled storm water runoff with less pollution in our streams due to our smaller, landscaped parking areas and compact two and three story commercial areas.



Community Appearance.

We see a community of clean, tree-lined streets, subtle commercial signage, and buildings of architectural distinction nestled amidst properly designed and well-maintained landscaping. We see smaller parking areas with cars tucked behind landscaped walls and hedges or parked to the rear of buildings. East Innes Street has been transformed into a grand, landscaped boulevard from the I-85 interchange to the downtown. Jake Alexander Boulevard and Main Street have been developed in similar grand fashion.



Historic Preservation.

We see the entire community, from school-aged children to senior citizens, with a keen appreciation for Salisbury's rich history. There is constant attention and energy being poured into the preservation and rehabilitation of the city's historic buildings and other natural resources. We see Salisbury as a model for the state and nation, drawing visitors from far and wide to experience a living, growing community immersed in an historic setting.



Downtown Salisbury.

We see a healthy, vibrant downtown with attractive streets and well-maintained sidewalks filled with people and activity. We see a diverse array of shopping, dining, working, and cultural amenities housed in historic buildings. We see a downtown which is the social and cultural center of the community, and the first place where we want to take visitors. At night, we see streets filled with people and activity and the lights on in upper story apartment windows throughout the downtown area.



Neighborhoods.

We see safe, secure, peaceful neighborhoods in every part of the city, with litter-free streets, manicured lawns and lush gardens. We see freshly painted homes with neighbors greeting neighbors on sidewalks and front porch swings. We see parents and grandparents pushing baby carriages to nearby parks. We see children riding their bikes to the neighborhood corner store for a loaf of bread or a Saturday afternoon ice cream.



Public Safety.

We see a community of neighbors and business owners committed to community based policing. We see police officers on the beat, getting to know the neighborhood kids, and their parents. We see a police department which is committed to supporting the collective will and determination of the people to have a community free of drugs, violence and crime.



Housing.

We see a multitude of housing choices, ranging from single-family homes, to townhouses, to garage apartments, to apartments over downtown shops or the neighborhood corner store. We see neighborhoods with several different well-designed housing types for all incomes where the elderly, young families, singles and others share experiences and help one another.



Economic Opportunity.

We see a community of workers with good paying jobs, and a diverse local economy with employment in services, retail, manufacturing and agriculture, among others. We see workers with pride in their work and the prospect of continual advancement as they go on to develop their skills and earning power.



Fiscal Responsibility and Better Services

We see a more compact "town" development pattern resulting in considerable cost savings to the taxpayer when compared to a sprawling development pattern. These savings have been realized through fewer miles in paved streets, shorter water and sewer lines, more economical trash collection over shorter routes, more efficient fire protection, and more effective community-based policing, etc.



Parks, Recreation and Open Space.

We see large community parks, smaller neighborhood parks, and tiny pocket parks, all well distributed throughout the community. Larger community parks have clusters of playing fields for organized athletic leagues. Smaller neighborhood parks have multi-purpose fields for informal athletic events as well as areas for unstructured play. We see parks convenient to neighborhoods as well as to office workers during their lunch hour.



Greenways.

We see a well used system of interconnected greenways intermingled with the urban fabric of Salisbury and stretching into the countryside. We see a system of short and long trails adjacent to area streams, enjoyed by hikers, bicyclists, and others, which connect an array of schools, parks, nature preserves, and neighborhoods.



Water and Sewer Services.

We see a high quality water supply system, sufficient for growth, well maintained, and financially self-supporting. Our wastewater treatment facilities have been designed and strategically placed for the future to lead the planned, compact growth of our community.



Schools.

We see schools (public, private, parochial, primary, secondary, and higher education) that provide a quality education and are supported by strong parental and community involvement. Our schools are located in proximity to neighborhoods so as to be natural gathering places for people to come together to solve community problems.



The Arts, Entertainment, Sports and Culture.

We see an appreciation for the arts which begins with Salisbury's historic roots, but extends to many other traditional and contemporary art forms and cultural events. We see Salisbury as host for a variety of cultural events, including the arts, entertainment, and sports competitions. We see gathering places for young and old alike to develop their skills and share their talents with others.



Cultural Diversity/Acceptance.

We see a community which embraces and appreciates the strengths and interests of a diverse population made greater by the common objectives of quality education, economic opportunity, public safety, and civic purpose.



Inter-governmental Cooperation/Regionalism.

We see Salisbury as an integral part of a greater region. As such, we see our City working constructively with nearby towns, Rowan County, and other surrounding counties on a collective regional vision. In particular, we see continued cooperation on issues such as water quality, air quality, transportation, education, economic development, tourism, community appearance, land preservation, and other growth management issues.

Neighborhoods

The Older Neighborhoods



In general, this area contains some of the most architecturally significant, historic, and walkable neighborhoods in the City. Included in this area are the West Square Historic District, the North Main Street area, Brooklyn-South Square, and the well-designed streetcar suburb of Fulton Heights. Many of the neighborhoods in the area are graced with tree-lined streets, laid out in a well-connected, gridiron pattern, and have an extensive system of sidewalks. Public transit criss crosses the area and benefits from the relatively higher density development found here.

At the same time, however, many parts of the area continue to be challenged by issues typical of older, inner city neighborhoods. These issues include higher than average unemployment, school drop out and teen pregnancy rates, as well as drug abuse and crime. Generally speaking, the area also has a higher than average percentage of female-headed households and low-income elderly. Though it contains some of the most picturesque, tree-lined streets in the City, the area also suffers from substandard housing conditions and old infrastructure (streets, sidewalks, water and sewer, etc.).

Note: This plan tailors policies to specific parts of the city, usually in accord with the age, and therefore predominant development pattern and style of each area. There is no intent, however, to preclude the application of policies listed, for example, under “the older neighborhoods” to similar situations that may arise in “the newer, existing neighborhoods”, and vice versa. Situations could easily be imagined, for example, where policy statements N-4 (meeting places), N-5 (architectural compatibility) and N-8 (public transit) in the “Older Neighborhoods” section, would also be applicable in the “Newer Neighborhoods” section.

Policy N-1: Concentrated police protection shall be provided to targeted neighborhood areas, preferably in the form of foot and bicycle patrols.

Policy N-2: Pedestrian-level streetlights and appropriately designed private property lights shall be encouraged, particularly in walkable neighborhoods.

Policy N-3: Housing programs and code enforcement activities shall be concentrated in targeted neighborhood areas.

Policy N-4: The provision of meeting places to encourage community interaction and cohesiveness shall be encouraged.

Policy N-5: New infill development shall be architecturally compatible with existing structures, landscape features and the streetscape within its vicinity. Efforts by neighborhood associations to establish their own standards for development compatibility shall be encouraged.

Policy N-6 The City shall continually reinvest in the infrastructure of its older urban neighborhoods, including but not limited to: park improvements, sidewalks, street maintenance, street trees, street lights, water and sewer lines, and drainage.

Policy N-7: Appropriately located, designed and scaled stores and services providing basic necessities to residents of the city’s older neighborhoods shall be encouraged.

Policy N-8: Public transit shall continue to be supported, including opportunities for service expansions.

The Newer, Existing Neighborhoods

Salisbury's newer existing neighborhoods refer to those parts of the City developed during the period from just after World War II to the present day. Examples of such neighborhoods include Fairview Heights, Sedgefield Acres, Meadowbrook, and Country Club Hills. Generally, these neighborhoods exhibit many of the ideals of post-war suburban America: relatively large lots and lawn areas, homes, often one story, set well back from the street. Outdoor activity spaces are oriented toward the backyard, with the front yard serving primarily an aesthetic function.

Policy N-9: Architecturally compatible accessory housing may be encouraged on developed lots within existing neighborhood areas, especially for elderly housing.

Policy N-10: The City shall support the provision of bikeways and walkways within existing neighborhoods.

Policy N-11: Architecturally compatible, residentially scaled office and institutional development may be permitted to locate along the sides of neighborhood planning areas. Under specified conditions, this policy may be applied to the conversion of pre-existing residential properties located along major streets where, due largely to traffic exposure, homes have become unsuitable for residential occupancy. In such instances, adaptive reuse of existing residential structures shall be viewed more favorably than demolition and new construction.

Policy N-12: Appropriate commercial and other services may be permitted to locate at the corners of neighborhood planning areas. Existing, less intensive development located at the intersection of major streets forming the corner of a neighborhood planning area may be allowed to undergo an orderly transition in this regard.

The Neighborhoods Yet To Be

Changing people's perceptions about what constitutes a quality neighborhood is probably one of the biggest issues in city planning, and in Salisbury, today. The majority of the baby boom generation and their offspring have grown up with post war suburban sprawl as the norm for their generation. The neighborhoods of the future should be developed

with patterns of mixed use which rely less upon the automobile, and more upon walking, biking and public transit.

Policy N-13: New neighborhoods shall be generally compact in form.

Policy N-14: New neighborhood streets shall be no wider than necessary to serve their intended purpose.

Policy N-15: New neighborhoods should be transit route sensitive; designed to incorporate transit stops.

Policy N-16: New neighborhoods should include one or more neighborhood centers or focal points in each neighborhood planning area.

Policy N-17: Neighborhood serving businesses shall be encouraged in new neighborhood designs.

Policy N-18: As new neighborhoods are developed, a mixture of housing types/sizes/prices shall be provided within the bounds of each neighborhood planning area.

Policy N-19: Higher density housing projects, such as apartment complexes and condominium developments, should be located adjoining places of work, shopping and public transit. Access to such higher density housing shall not be through a lower density housing area. Higher density housing may often act as a transitional use between offices or shops and lower density housing.

Policy N-20: New neighborhoods shall be connected to other residential, shopping, and work areas within the neighborhood planning area.

Policy N-21: Street designs in new neighborhoods shall give equal priority to the pedestrian and the automobile.

Policy N-22: New neighborhoods shall recognize bike routes at the time of development.

Commercial Areas

Commercial areas include a broad spectrum of non-residential and non-heavy-industrial activities. Thus, this section addresses not only customary retail establishments, but also offices, workshops, small-scale assembly operations, and other commercial enterprises. Also, for purposes of analysis and policy development, it is useful to distinguish between those commercial areas that were developed prior to World War II (**Older Commercial Areas**), and those that were developed from after the war to the present day (**Newer, Existing Commercial Areas**). Generally speaking pre-war commercial areas are *pedestrian oriented*, while post-war commercial areas are *automobile-oriented*. Finally, this section concludes with policies for future commercial development in Salisbury (**Commercial Areas Yet to Be**).

Older Commercial Areas

Policy C-1: *The preservation, rehabilitation and appropriate adaptive reuse of older commercial properties shall be encouraged. Such rehabilitation shall respect the original architecture and fabric of the building. Destruction or demolition of desirable older commercial structures shall be avoided.*

Policy C-2: *The City shall encourage a flexible, yet compatible development environment that supports new business formation and growth in the city's older commercial areas.*

Policy C-3: *New development in or adjoining an older commercial area should be compatible with existing desirable development within its vicinity. Compatibility criteria shall include size, scale, massing, fenestration, rhythm, setback, materials, context, and landscaping.*

Policy C-4: *The pedestrian-oriented character of older commercial areas shall be preserved and strengthened.*

Policy C-5: *Off-street parking standards for older commercial areas may be reduced in light of compensating factors such as on-street parking, and walking or transit access. Efforts to correct inaccurate public perceptions of parking scarcity in older commercial areas shall be supported.*

Policy C-6: *Bicycle routes shall be planned and implemented to serve older commercial areas. Bicycle racks shall be encouraged at appropriate points of destination.*

Policy C-7: *Initiatives to create living spaces over retail shops and offices shall generally be encouraged and facilitated, particularly in older commercial areas.*

The Newer, Existing Commercial Areas

Policy C-8: *The City shall encourage appropriate landscaping and reconfiguration of large, unlandscaped parking areas. Landscaped pedestrian walkways from car to store or across a parking area shall be encouraged.*

Policy C-9: *The City shall encourage the provision of convenience clusters for pedestrians, bicyclists and taxi/bus riders at appropriate locations in existing commercial areas.*

Policy C-10: *The City shall encourage the consolidation of commercial driveways onto major streets and the connection of adjacent parking lots.*

Policy C-11: *The City shall encourage businesses to replace existing, non-conforming signage with more attractive, conforming signage.*

Policy C-12: *New infill development across the front street face of existing, over-designed parking lots shall be encouraged.*

Policy C-13: *City policies and ordinances shall prohibit billboards within the planning jurisdiction of the City.*

Policy C-14: *Bicycle and pedestrian access to newer, existing commercial areas shall be encouraged.*

Policy C-15: *The City shall provide for technical and financial assistance to targeted commercial areas at critical locations.*

Commercial Areas Yet To Be

Large Scale, Automobile-Oriented Commercial Areas Yet To Be

Policy C-16: Commercial or other development that would jeopardize the public health, safety, and welfare of an existing residential neighborhood shall not be permitted. However, new mixed-use developments, planned from the outset, which allow for a compatible mixture of uses with a pedestrian scale and design, are encouraged. Further, businesses may be approved adjoining (and therefore convenient to) an existing residential area, when such businesses can be shown to clearly satisfy design considerations similar to a newly planned, pedestrian-scaled, mixed-use development.

Policy C-17: Large-scale commercial uses shall be located on the corners of neighborhood planning areas.

Policy C-18: New commercial buildings shall pull up to the street; parking shall be placed to the rear or side of the structure.

Policy C-19: When appropriate, the use of all around architecture shall be required.

Policy C-20: In planning for a new mixed-use development, large-scale uses shall be buffered from adjacent residential areas by smaller scale buildings or by buffer strips. Regardless of the type of buffer, such uses shall be accessible from the neighborhood.

Policy C-21: New large-scale commercial development shall provide for public transit stops and convenience clusters. Such clusters shall have pedestrian connections.

Policy C-22: New large-scale commercial development shall have limited driveway access to major thoroughfares and shall connect adjacent parking lots.

Policy C-23: Large-scale commercial developments shall be encouraged, where appropriate, to contain a diverse mixture of retail, office, restaurant and service uses.

Small Scale, Neighborhood Businesses Yet To Be

Note: Small scale, neighborhood businesses, are distinguished from other types of commercial uses by their location, market area, and physical design. They are located away from the cross town motorway public, have a market area limited to no more than one square mile, and are designed at a residential scale and style of architecture. Unlike large scale, automobile-oriented commercial developments, neighborhood businesses require a compact, densely developed neighborhood to bring a large number of households within walking or biking distance of the business.

Policy C-24: Small scale, pedestrian-oriented shopping and work places shall be encouraged in the design of new neighborhoods.

Policy C-25: Neighborhood serving businesses shall be encouraged to locate away from major thoroughfares.

Policy C-26: Neighborhood serving businesses shall be designed at a residential scale and character.

Policy C-27: The location of neighborhood serving businesses shall be coordinated with transit stops and bikeways.

Policy C-28: Neighborhood serving businesses shall employ on-street parking in coordination with a limited amount of off-street parking.

Policy C-29: Neighborhood serving businesses shall be permitted to have only residential scale signage and lighting.

Policy C-30: Neighborhood serving businesses shall be encouraged as an upfront, vertical infrastructure cost of new development.

Policy C-31: Neighborhood serving businesses may be located near public amenities, when opportunity allows.

Policy C-32: Living quarters shall be encouraged over small retail shops and/or offices.

Industrial Areas



Industrial areas include large and small-scale manufacturing, assembly, warehousing and distribution facilities. As with the balance of this plan, industrial areas are separated into those that were established before World War II (**Older Industrial Areas**), those that were established from after the war to the

present day (**Newer Industrial Areas**), and those that have yet to be developed (**Industrial Areas Yet to Be**).

Older Industrial Areas

Policy I-1: The City of Salisbury shall be an active participant, facilitator and partner in the adaptive reuse of former warehousing and manufacturing buildings into uses compatible with their location.

Policy I-2: If demolition of an existing older industrial building or complex becomes necessary, any new structure(s) and site redevelopment shall be compatible with the neighborhood context; such redevelopment shall serve to improve the quality, character and livability of the surrounding area.

Newer Industrial Areas

Policy I-3: The City of Salisbury shall be vigilant in its use and enforcement of environmental performance standards for industrial operations, with particular concern for the protection of nearby residential properties.

Policy I-4: The City of Salisbury shall employ its industrial zoning districts to protect the community from the establishment or expansion of industries that are incompatible with the public health, safety, and welfare, and that may be detrimental to the economic prosperity of existing and future businesses.

Policy I-5: Industries adjoining existing residential uses shall provide and maintain for adequate screening and buffering. New residential development moving into an area adjoining an existing industrial use shall have the burden of providing for its own screening and buffering.

Policy I-6: Industries located along the city's major travel corridors shall provide for landscaping that enhances the city's overall image, thereby further improving opportunities for economic development. Industries not located along a major travel corridor shall be encouraged to provide for landscaping consistent with their location.

Industrial Areas Yet To Be

Policy I-7: To encourage economic development, the City of Salisbury shall continue to invest in infrastructure and services that sustain and enhance the area's already high quality of life, image and cultural identity.

Policy I-8: The Interstate 85 corridor, including the roadways feeding into the interstate, shall be a focus of coordinated land use policy and capital investments for the development of quality industry.

Policy I-9: New and expanding industries and businesses shall be encouraged which: (1) are compatible with the long-term quality of the area's natural and cultural resources, (2) match up well with the area's infrastructure and services and (3) employ and develop the skills of area workers.

Policy I-10: Retail, medical, educational, finance, and other services shall be viewed as an integral part of Salisbury's future "industrial development" strategy. The City shall strive for a financial and regulatory environment that supports the establishment and growth of small business.

Policy I-11: The City shall periodically examine its zoning ordinance and other development regulations as to the appropriate distribution of manufacturing warehouse and distribution opportunities within the City's planning jurisdiction.

DOWNTOWN SALISBURY



Salisbury's downtown area is the pride of the community. During the visioning meetings held for the 2020 plan, citizens identified the downtown as the area most responsible for giving Salisbury its character as a community. Yet, the continued vitality of the downtown has not been without its challenges over the years. During the past few decades, the downtown area has survived the departure of many of its most significant office and retail anchors. It has endured the slip covering and uncovering of many of its most beautiful building facades. It has seen businesses come and go, succeed and fail. Yet, through it all, downtown Salisbury has demonstrated its economic resiliency.

Policy D-1: The City shall encourage a compatible, diverse mixture of retail, office, institutional, residential, dining, services, entertainment, and public open space in the downtown area.

Policy D-2: While encouraging a diversity of uses and activities in the downtown area, the City recognizes the advantages of clustering similar activities in specific parts of the downtown.

Policy D-3: Pedestrian oriented streetscape improvements including, but not limited to, sidewalks, street trees, street lights, street furniture, and landscaping shall be employed consistent with the historic, pedestrian character of the downtown and to stimulate continued economic development.

Policy D-4: As the primary entryway corridor into downtown Salisbury, Innes Street shall continue to receive priority for visual enhancements, employing special development standards, public investment, and community involvement to facilitate constructive change.

Policy D-5: The City shall encourage efforts to direct new and expanding businesses requiring office space to compatible spaces in the downtown area.

Policy D-6: The City shall maintain a tangible presence and commitment to the downtown through the location of the City's major municipal offices there. The City shall also encourage other local, state and federal governments to maintain similar commitments to the downtown.

Policy D-7: The City shall continue to explore the development implications and potentials concerning new and expanded passenger rail service between Salisbury and Charlotte, Raleigh, Asheville, and elsewhere.

Policy D-8: The City shall encourage the development of a full-service fresh market in a permanent location downtown.

Policy D-9: Design standards shall be employed to ensure that development and redevelopment will be supportive of the architectural and historic context that is vital to the economic success of downtown Salisbury.

Policy D-10: Efforts to maximize the use of the public space of the sidewalk so as to enliven the downtown street space are generally supported. Such use shall be balanced against public safety and other issues as may affect pedestrian movement and other proper uses of the street right of way.

Policy D-11: The City of Salisbury shall actively participate, promote and partner in the development of additional parking facilities serving the downtown area. Such facilities shall be located and designed so as to complement and enhance the aesthetic and functional fabric of the downtown.

Policy D-12: The City shall encourage efforts to restore missing street fronts, particularly on corners where previous buildings have been demolished and replaced with (for example) surface parking.

Parks, Open Space and Greenways

Salisbury has demonstrated its commitment to providing its citizens to an excellent parks system. The most tangible evidence of this commitment may be seen in the City's efforts to develop the new Salisbury Community Park on a 303-acre site west of town. Moreover, the commitment of the City to this facility would not be possible without the support of the voters who, in 1996, approved a \$3 million bond referendum to fund land acquisition and the early stages of park development. This major park facility, combined with the City's on-going efforts to expand and improve upon a whole system of park sites, promises to put Salisbury "on the map" as among a select few communities with outstanding parks, open space and recreation amenities. In fact, it is no coincidence that the City was recently accredited by the National Recreation and Park Association as one of the few communities in the nation meeting national standards for park and recreation facilities and services.

Policy P-1: The City shall provide for a hierarchy of parks, located according to population density and designed according to the needs of the people residing within the most likely park service area.

Policy P-2: The City shall continue to develop a system of open space greenways and hiking trails to connect residential areas with, especially, schools, colleges and park facilities. The use of (1) natural corridors such as streams and floodplains, and (2) man-made corridors such as utility and transportation rights-of-way and easements, shall be emphasized.



Policy P-3: Mini-parks shall be encouraged in existing and proposed neighborhoods to meet the needs of small children and to encourage social interaction and mutual support among area families.



Policy P-4: Neighborhood and mini parks should be located with exposure to residential and/or non-residential activities, where informal observation and oversight can take place.

Policy P-5: New residential development should provide for adequate open space and recreation areas in proportion to the demand created by the development. This may be determined according to the number of dwelling units in the development and/or by a percentage of the total acreage in the development.

Policy P-6: The City of Salisbury supports the co-location and joint development of public park facilities in cooperation with institutions such as colleges, public schools, federal, state and local government agencies, as well as other entities.

Policy P-7: The City shall continue to explore new methods of park maintenance and programming including, but not limited to, increased privatization and volunteerism.

Policy P-8: The City of Salisbury shall continue the expansion and development of the new Community Park, while maintaining its commitment to the maintenance and upkeep of existing City park facilities elsewhere in the urban area.

Policy P-9: The City of Salisbury welcomes cooperative public-private arrangements for the development, programming, and maintenance of park and recreation facilities.

Streets

To reduce congestion on major streets, the City must rethink the near total separation of land uses which causes automobile dependency. It must allow new developments to place residential and non-residential activities within walking distance. Major thoroughfares must focus on meeting the needs of cross-town traffic while minor streets must play a greater role in serving local errands.

Policies For Major Streets

Policy S-1: Major streets should be spaced no more than one mile apart east to west and north to south whenever topographic and other physical conditions allow.

Policy S-2: Access to major streets shall be from intersecting minor streets, rather than private driveways, whenever possible.

Policy S-3: Central medians shall be incorporated into the design of new or improved major streets whenever possible.

Policy S-4: Under specified conditions, minor streets should be located so as to intersect with major streets at regularly spaced, reasonably frequent (400' to 600') intervals.

Policy S-5: Landscaping, and where possible, street trees should be planted in central medians and plaza strips of major streets.

Policy S-6: Streetlights shall be selected and installed according to the design speed and intended use of the street they serve.

Policy S-7: Master streetscape plans and special thoroughfare corridor controls shall be employed as necessary to improve the function and appearance of major streets, including traffic movement, as well as signage, architecture, building and parking placement, landscaping, underground utilities, etc.

Policy S-8: Road widenings and/or the designation of one-way pairs shall not be allowed for streets where the original design intent was otherwise. This policy is intended to prevent degradation of the design integrity and livability of an existing residential or commercial area for the primary purpose of moving greater traffic volumes. Exceptions to this policy may include actions to correct critical safety problems.

Policies For Minor Streets

Policy S-9: The City shall encourage street patterns that respond to site topography, accentuate focal points and interesting vistas, create interesting public spaces and intersections, and that are coordinated with the placement of significant structures or open spaces.

Policy S-10: Minor streets shall be developed in short blocks of 300 to 500 feet in length.

Policy S-11: Street widths shall be designed to fit the intended use of the street, corresponding to the traffic load and planned development types. Minor streets shall be no wider than necessary to serve their intended use.

Policy S-12: A fully connected honeycomb of streets shall promote convenient circulation within the neighborhood and provide for multiple, alternative outlets from the area to adjoining neighborhoods and major streets. Care shall be taken that the creation of cut-through traffic routes are avoided.

Policy S-13: On-street parking shall be encouraged in compact neighborhoods. Vertical curbing shall be preferred over rolled or valley curbing to properly contain vehicles within the borders of the paved street area.

Policy S-14: Conservation subdivisions, those designed to minimize environmental disturbance and protect adjoining natural resources, shall employ grassed swales to capture stormwater runoff, filter out pollutants and recharge groundwater resources.

Policy S-15: The turning radius of corners at intersections involving minor streets shall be as small as possible while allowing for reasonable truck and emergency vehicle maneuvering.

Policy S-16: The City shall employ traffic calming methods on neighborhood streets as necessary to enhance livability and restore the balance between pedestrian, bicycle and automobile use. Implementation of such methods shall be conducted with full participation and input from neighborhood residents.

Sidewalks

Before World War II, neighborhoods were developed with sidewalks as an essential component of the community. After the war, as suburban development densities decreased and residential areas became more isolated from services, sidewalks gradually disappeared from the design of new neighborhoods. With the advent of new urbanism, or a return to the traditional neighborhoods of pre-war America, sidewalks are once again recognized as an important feature of a functional community.

Policy SW-1: Where no sidewalks are present in existing developed areas, sidewalks shall be provided on a priority basis to connect residential areas to major pedestrian destinations.

Policy SW-2: In newly developing areas, sidewalks shall be required as an integral part of the community's basic infrastructure.

Policy SW-3: Sidewalk width shall be determined according to anticipated pedestrian traffic volumes. Except where constrained by unusual physical limitations, a minimum sidewalk width of five feet shall be required.

Policy SW-4: Except where constrained by physical limitations or other obvious reasons, sidewalks shall be required on both sides of the street.

Policy SW-5: Marked crosswalks shall be provided at all locations where significant pedestrian activity occurs now or is to be encouraged.

Bikeways

There are two major problems confronting the widespread use of bicycles in Salisbury. The first is the perception of bicycling as primarily a recreational pursuit. The second, more significant problem is a street system that forces all commuters, including bicyclists, onto a limited number of high traffic thoroughfares that are not designed to accommodate bicycles.

Policy B-1: Bikeways shall be planned for as a system-wide component of Salisbury's transportation planning.



Policy B-2: The City shall facilitate a multiple option approach to bikeway development, including: 1) compatible bike lanes on major streets, 2) paths not on the street but within rights-of-way, 3) separated off-street trails, and 4) effective use of minor streets and alleyways. Emphasis shall be placed on option 4.

Policy B-3: All future road construction and improvements shall be examined for bikeway feasibility and conformity with the citywide bikeway plan. As appropriate, bikeways shall be included in the road construction or improvements.

Policy B-4: All future subdivision plats and site plans shall be examined for bicycle compatibility and conformity with the citywide bikeway plan. As appropriate, bikeway routes shall be identified and planned for in the construction of such subdivisions or other development projects.

Policy B-5: The provision of secure bike storage shall be encouraged at shopping and work places.

Public Transportation

Among all transportation issues, public transit was the second most frequently identified issue receiving support during the town meetings held for the Comprehensive Plan. In fact, citizens expressed a clear desire that Salisbury's current bus system should be enhanced and expanded where possible. Two objectives of City government, therefore, should be: (1) to continue to support and expand the bus system where need can be justified, and (2) to promote development patterns that make bus service more effective to operate.

Policy PT-1: The operational success of Salisbury's public transit system shall be supported and enhanced through the encouragement of compact, transit sensitive development patterns.

Policy PT-2: Site planning that incorporates transit stops and convenience clusters shall be required, where appropriate.

Street Trees

Area residents at the town meetings held for the comprehensive plan offered a firm consensus for the “greening and beautification of Salisbury”. Comments called for “boulevards lined with trees”. Others simply said, “Plant more trees.” Regardless of the words chosen, there is little doubt that residents want Salisbury to be a beautiful city and street trees are one of the most effective, least costly ways to do that.

Policy ST-1: The City’s street tree master plan shall address: 1) the retrofitting of existing streets, where appropriate and 2) the planting of future streets.

Policy ST-2: Consistent street tree species shall occur along predetermined sections of streets.

Policy ST-3: No single tree species should comprise more than 10 to 15% of the total street tree population of the city.

Policy ST-4: Regularly spaced street trees should be planted in central medians, frontage street medians, and plaza strips.

Policy ST-5: The planting or preservation of street trees of appropriate size shall be required as part of the upfront costs of new development.

Policy ST-6: The city’s street tree planting program shall be targeted to maximize available budget dollars for street tree master plan implementation.

Street Lights

As modern day subdivisions, commercial properties and street layouts have become more automobile oriented and less pedestrian oriented, so too have our systems of lighting streets. Today there is a predominance of streetlights designed to serve the primarily the automobile, and far fewer designed to serve the pedestrian. The following policies suggest a return to a more balanced approach.

Policy SL-1: Streetlights shall be selected and installed according to the design speed and/or intended use of the street or area they

serve. Where sidewalks are present or anticipated, pedestrian scaled streetlights shall be preferred.

Policy SL-2: The selection of streetlight lamps shall give preference to light sources which produce a natural color spectrum, particularly where sidewalks are present.

Policy SL-3: The City, in cooperation with streetlight service providers within its jurisdiction, shall maintain a streetlight inventory and master plan, to include an approved list of manufacturers of streetlights for use in Salisbury.

Policy SL-4: Initial purchase and installation costs for streetlights shall be the responsibility of the developer in new developments and the property owner(s) in existing developed areas. The City’s pricing policy for the operation and maintenance of approved streetlights, however, shall not penalize pedestrian scaled streetlights.

Policy SL-5: Streetlights shall be installed on both sides of a street.

Utility Poles and Wires

Since the costs of converting an entire community from overhead to underground utilities are prohibitive (barring some major technological advance), the following policies suggest that priority areas be identified in advance, and further, that specific criteria might be employed to facilitate gradual or partial conversion, consistent with those priorities.

Policy U-1: The City shall maintain a master plan for the undergrounding of utilities, with priority given to pre-determined areas.

Policy U-2: Major city entrances and gateway corridors shall receive first priority for the undergrounding of overhead utilities.

Policy U-3: High visibility, pedestrian-oriented areas shall receive second priority for the undergrounding of overhead utilities.

Policy U-4: Overhead utilities in other priority areas shall be placed underground or relocated as opportunities arise.

City Entrances

Historically, American cities, including Salisbury, have simply spilled out further and further into the countryside as they have grown. Yet cities, by their very nature, should be more urbane and more formal in their treatment of streetscapes, than may be found along a rural highway. The problem and challenge, then, is to create some form of identity and sense of entry from amidst the blurred urban/rural interface.

Policy CE-1: Noticeable streetscape improvements shall be employed to clearly announce a city entrance, and to enhance gateway corridors.

Policy CE-2: As the city limits expand, streetscape improvements shall be extended accordingly.

Policy CE-3: Where a bridge is located at a city entry point or along a gateway corridor, special “gateway” treatment of the bridge shall be considered to enhance the sense of arrival in Salisbury.

Community Character, Landmarks and Vistas



Most city residents point to East Innes Street and the recently developed sections of Statesville Boulevard and Jake Alexander Boulevard as having some of the most objectionable forms of development in Salisbury. Salisbury is not alone in this regard, as cities across the country are struggling with the same plight of automobile oriented strip development. If a further loss of the city's identity and character is to be prevented, both the public and private sectors will need to reconsider the methods and priorities of the present system of development.

Policy CC-1: New and expanding businesses shall employ architectural standards consistent with Salisbury's architectural character and shall avoid standard prototype designs otherwise employed in “Anywhere USA”.

Policy CC-2: Exceptional locations in the city shall receive exceptional treatment in design and development.

Policy CC-3: Important views and vistas shall be preserved.

Policy CC-4: Noteworthy buildings, important outdoor spaces, objects of historic merit, important monuments, and significant works of art shall be placed in positions of visibility and prominence. Their placement shall be coordinated with street design.

Policy CC-5: Significant natural and existing man-made elements should be incorporated into the thematic design of new developments.

Policy CC-6: Large trees, ponds, creeks, or other natural features of the landscape should be saved when locating new streets, buildings, parking lots, etc.

Policy CC-7: Architectural lighting shall be encouraged, where appropriate, on important public and private buildings, bridges, large trees, public spaces, etc.

Residential Architecture and Site Design

Residential Architecture Guidelines

With the advent of standardized building materials and methods, as well as central heating and air conditioning, new homes built in Salisbury may differ only slightly from those built in Massachusetts, California, Florida or Michigan. This is both a blessing and a curse. The blessing comes from the wide variety of home styles available in today's market. The curse comes from the complete loss of character and uniqueness that was once associated with regional architectural styles.

Thus, while architecture is clearly in the realm of individual taste, this plan can at least offer some brief guidelines that might restore some of the indigenous character of the area to our new neighborhoods as they develop. These guidelines include the following:



rather pull up to the street, so as to create a human scaled streetspace.

(4) Functional front porches and rear porches, decks or patios should be an integral part of the home to allow for outside activities in both a public setting (front yard/street space) or private setting (rear yard).

(5) Garages, when provided, should be placed to the rear of structures and should be accessible by a service alley or by a narrow drive between houses.

Residential Landscaping Guidelines

In the hectic pace of the early 21st century, many homeowners have lost touch with the art of landscaping that was so much a part of the lives of our parents and grandparents. For many, the compact neighborhood offers an opportunity to have a small yard of one's own without spending valuable time in the mindless row cutting of the lawn mower (not to mention wasteful use of water, pesticides, herbicides, fertilizers, etc.) Therefore, the following guidelines are offered specifically for yards that have a compact form.

(1) Keep shrubs along the border of the yard and near the foundation of the house. Small yards look best when a maximum expanse of uninterrupted lawn area is preserved.

(1) Homes should be raised up off the ground to avoid dampness and encourage natural cooling and ventilation. (Basements and crawl spaces, rather than homes built "on-slab".)

(2) The floor plan should allow for high ceilings and tall windows with free airflow between, thereby encouraging cross ventilation.

(3) Homes should not be set back excessively from the street, but



(2) Hedges are meant to serve as fences or walls. A hedge-like row of shrubs of the same species and height planted around a front porch or along a house wall produces monotony.

(3) In planting against a porch or against the house itself, allow certain portions of the foundation to remain open to view, and to encourage ventilation.

(4) Vary the heights of shrubs, placing more shrubs and taller growing ones at the corners of the home, leading away with lower growing shrubs.

(5) Some shrubs and trees make good specimens; that is, they have interesting forms and can be used for special visual impact. Never "spot up" a lawn with such plants, however, and never plant them in a row around the house. Use them sparingly and rely on mass planting of shrubs in most places.

(6) To make Salisbury's hot, often humid summers more enjoyable, every lot should have two or three shade trees. If the house is built close to the street, it is best to allow street trees to perform this service in the front yard. Otherwise, arrange the trees to enframe the house when seen from the street.

(7) Homes built close to the street should have a walk leading from the front porch to the public sidewalk. This walk ties the house to the rest of the neighborhood, by providing a door into the room of the streetspace.

(8) A low hedge, masonry knee wall, or ornamental fence across the front of the lot at the edge of the sidewalk is oftentimes a good idea. This subtle divider helps frame the yard and creates a clear boundary between public and private space. (See "defensible space" guidelines below.)

(9) For some structures, a trellis might be installed on the south or west sides of the building upon which one or two vines may climb.

Water and Sewer Services

The water and sewer extension policies of this comprehensive plan call for the City to place greater emphasis on the use of water and sewer as a growth management tool. This may require a stronger focus on targeted growth areas, as well as financial incentives, such as greater City participation in the costs of water and sewer services for developments that are particularly consistent with the City's growth policies.

Policy WS.1: The City shall employ water and sewer line extensions as a growth management tool to direct new development to land that is suited for such development, and which encourages a compact neighborhood or village-like community.

Policy WS.2: The City may consider incentive-based participation in the cost of providing water and sewer services to development projects which are particularly supportive of the City's growth management objectives.

Policy WS.3: The City may participate in the extension of water and sewer services to properties located inside the primary and secondary growth areas. Exceptions to this policy (regarding extensions to properties outside these areas) may include the provision of services to other local governments, cooperative agreements on major economic development projects, and matters concerning imminent public health problems.

Policy WS.4: Water and sewer lines shall generally not be extended to areas that would encourage inappropriate development in environmentally sensitive areas, or in hazardous areas, such as floodplains.

Policy WS.5: The City of Salisbury shall maintain independent ownership and control over its water and sewer utilities; the City shall not subvert its growth management interests to a regional water and sewer authority.

Policy WS.6: Centralized water and sewer services should be concentrated within targeted service areas, where development densities would make the provision of services economically efficient, or where industrial development is to be encouraged.

Policy WS.7: Centralized sewer services shall generally avoid large, uninterrupted expanses of the planning area used primarily for agriculture and to protect farmland from development pressures brought about by such sewers.

Policy WS.8: Major extensions of water and sewer services that could result in scattered, non-directed development and costly provision of other urban services shall be discouraged.

Growth Strategy

The Growth Strategy Map

Purpose of Growth Strategy Map and Relationship to Policies

To better plan for the provision of municipal services to future growth areas, it is useful to visualize on a map the entire planning area with regard to the desired density and character of development. By showing growth areas on a map, the City can help direct where various forms of development and redevelopment might best occur, and where natural and cultural resources should be conserved. The three types of growth areas identified on the Salisbury 2020 **Growth Strategy Map** (See Map, Back of Plan) are the *Primary Growth Area*, the *Secondary Growth Area*, and *Conservation and Resource Management Areas*.

Primary Growth Area

The *Primary Growth Area* includes properties that have already been developed or have the potential for "infill" development. These are areas that are already served by centralized water and sewer or could be provided with water and sewer with relative ease and modest cost. At the time the *Growth Strategy Map* was adopted, such properties were generally within the existing city limits of Salisbury.

Secondary Growth Area

The *Secondary Growth Area* includes properties to which urban services could be extended within the next twenty years, but with greater difficulty and at a greater cost than for properties in the *Primary Growth Area*. In addition, not all properties within the *Secondary Growth Area* are expected to be developed within the next twenty years. To do so would

mean that, within just two decades, the City would sprawl over an area some five times larger than the present city limits.



Rather, this plan sets forth a preferred development pattern known as *Neighborhood and Village Communities*, in which land areas most suited for development receive more intensive, neighborhood type development, while surrounding, less suitable land areas remain in parks, greenways or other permanent open space. The *Secondary Growth Area* has been applied to those parts of the City and

unincorporated Rowan County that, due to topography and other factors, could reasonably expect to be served by the water and sewer services in the foreseeable future.

Conservation and Resource Management Areas

The purpose of designating *Conservation and Resource Management Areas* is to provide for the effective long-term management and protection of significant, limited, or irreplaceable resources. Management is needed due to the important natural, cultural, recreational, scenic or productive values of these areas. Examples include wetlands (which filter stormwater runoff and protect water quality), floodplains (which receive and store flood waters and prevent flood damage and loss of life and property), natural areas (which provide habitat for wildlife and opportunities for study), and cultural areas (which preserve the heritage and cultural roots of an area). As such, *Conservation and Resource Management Areas* should not be developed at all, or if developed, should be done so in a very limited manner characterized by careful planning and cautious attention to the conservation of important environmental features. Urban services, such as centralized water and sewer, should generally not be provided in these areas as a catalyst to stimulate intense development.



Note: The mapping of wetlands, floodplains, natural areas and other lands in Conservation and Resource Management Areas is done for general planning purposes only. In some instances, there may be pockets of supposedly wet or floodprone land included as a Conservation and Resource Management Area that is, in fact, high and dry and non-floodprone. In other instances, there may be areas not included in the Conservation and Resource Management Area that should be, based upon site-specific information. In such cases, the general mapping of Conservation and Resource Management Areas can and should be superseded by site specific information made available during the land development process.

The Neighborhood and Village Community Concept And The Growth Strategy Map

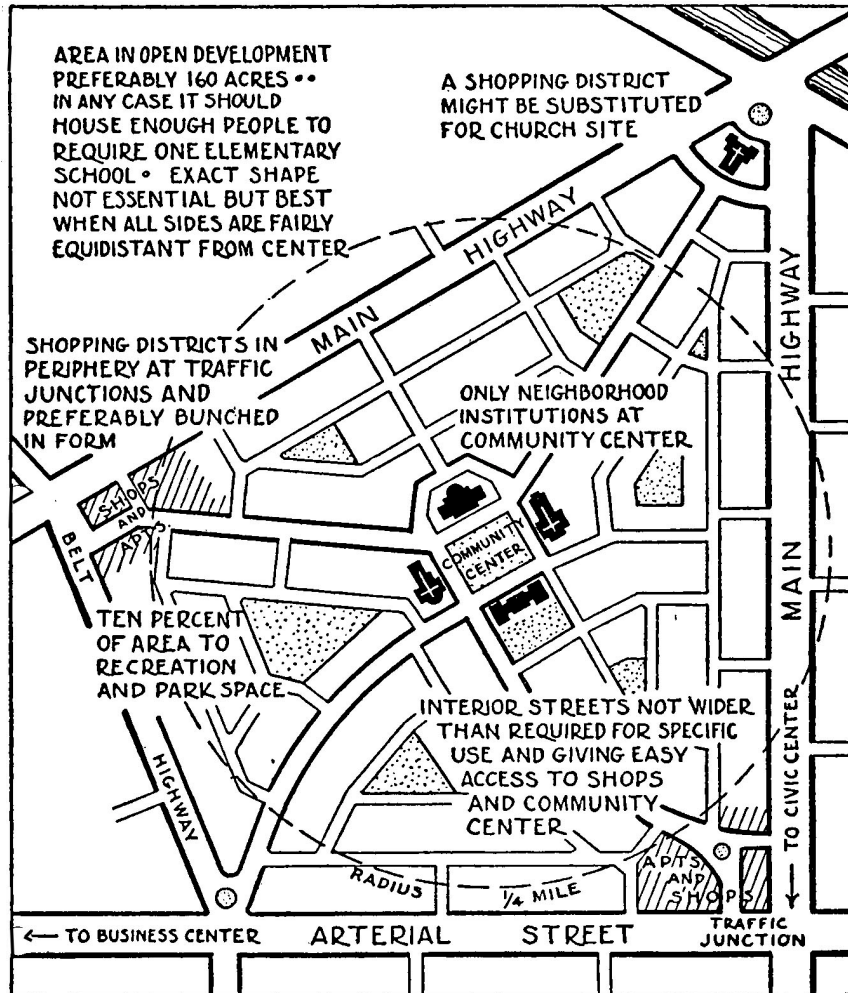
Though the *Growth Strategy Map* covers a relatively large geographic area, the intent of the *Map* is not to encourage a uniform blanketing of the landscape with suburban sprawl style development, or any other kind of development for that matter. On the contrary, the policies of this plan, when used in conjunction with the *Growth Strategy Map*, are intended to encourage new developments to occur in neighborhood or village like patterns, with certain retail services designed into the neighborhood or village center. The purpose of this pattern is to discourage unnecessary increases in traffic on the City's main roads by encouraging residents to shop for their basic needs closer to home, perhaps within walking or biking distance. At the same time, the compact nature of these developments, typically involving smaller lots, is intended to allow for the allocation of permanent open space around such neighborhoods. This development pattern is entirely consistent with the desires of City residents to preserve open space and the historic, small town character of Salisbury, while allowing growth to occur in a managed way.

Implementing The Growth Strategy Map

The *Growth Strategy Map* is intended to be supported and complemented by zoning decisions, subdivision approvals, water and sewer extension policies, and other growth management tools; these local tools should be consistent with the stated intent of the *Growth Strategy Map*. Although general areas are outlined on the *Growth Strategy Map*, it must be remembered that the map is merely a tool to help implement policies and is not, in the strict sense of the term, a regulatory mechanism.

The Neighborhood Planning Area

The Common Sense Building Block of a More Livable, Less Traffic Congested City



A well-designed neighborhood planning area, as reproduced from the New York Regional Survey of 1929

What Is A Neighborhood Planning Area?

As used in this plan, a neighborhood planning area means a section of the city of Salisbury, usually about one half to one mile on a side, that is formed by major physical boundaries or barriers. Most often, the planning area boundaries are major thoroughfares. As a practical definition, a neighborhood planning area may also be viewed as an area of the city, normally bounded by major thoroughfares, across which you would not comfortably send a ten-year-old child. Such planning areas, due to their size, often contain more than one neighborhood (otherwise referred to today as a "subdivision").

Seven Principles For A More Livable, Less Traffic Congested Salisbury

This plan proposes seven common sense principles for the design, development, and redevelopment of neighborhood planning areas within the city of Salisbury. Most of these principles require much more explanation than can be provided in this brief section—the particular policies of the plan provide details on the reasoning and significance of each of these principals as applied to specific circumstances in Salisbury. The purpose of this section is simply to provide an overview of the seven concepts.

Each neighborhood planning area in the city will not lend itself equally well to the application of these principles. This is particularly true in the newer, existing suburban neighborhoods of the city where established development patterns and street layouts may differ considerably from those recommended in this plan. Therefore, these principles should be applied *to the extent practical* to each of Salisbury's developed and undeveloped planning areas* over the next twenty years— and beyond. The seven principles are:

Principle 1: Provide for evenly spaced thoroughfares about 1/2 mile apart but not more than 1 mile apart north to south and east to west.

This spacing of thoroughfares will create/reinforce neighborhood planning areas that are not so large as to be unwalkable. This frequency in spacing also helps minimize travel demand for cut through traffic on

* For the purposes of this plan, it is estimated that the 2000 corporate limits of Salisbury contain about two dozen neighborhood planning areas. See map on the following page. (There are some areas of the city that do not lend themselves to convenient demarcation.)

neighborhood streets by making thoroughfares the better alternative. While there are several exceptions, many of the city's existing and proposed thoroughfares come close to this standard.

Principle 2: Provide for each of the daily needs of living within each neighborhood planning area:

- ***Places to live***
- ***Places to work***
- ***Places to shop***
- ***Places to gather (schools, parks, churches, etc.)***

Adherence to this principle will provide residents with *at least the option* of staying inside the neighborhood planning area for some of their daily activities, provided the internal circulation pattern of the planning area allows it. In doing so, the total number of trips that the city's thoroughfares must handle can be reduced.

Principle 3: Connect the streets, walkways, and bikeways of new neighborhoods within each neighborhood planning area. Employ careful design to discourage through traffic from outside the neighborhood planning area.

Too often, subdivision plats are drawn up to purposefully isolate a new neighborhood from adjoining areas. “Exclusive” has become a much-overused marketing term intended to imply a neighborhood which is physically or economically superior and set apart from its surroundings. Unfortunately, the only way in or out of such exclusive neighborhoods is usually the closest major thoroughfare. This results in a situation where all traffic must get onto already congested major thoroughfares to go anywhere. It also prevents walking or biking to other neighborhoods or to other non-residential areas, such as places to work, shop, or play. In contrast, by connecting adjoining neighborhoods to one another, pedestrian movement within the neighborhood planning area is made possible, thereby avoiding the need to get out onto the major thoroughfare for every aspect of civic life.

Principle 4: Design the streets (layout and width primarily) according to their intended use.

Neighborhood streets should be no wider than necessary to serve the specific type of development and traffic that will occur along each street segment in the neighborhood (i.e. large single family houses vs. small

single family houses, townhouses vs. patio homes, garages or driveways vs. on-street parking, alley ways vs. side streets vs. avenues, etc—each type of development and street places different demands on the street). Thoughtful street design will encourage their full use by neighborhood planning area residents but will discourage cut-through traffic.

Principle 5: Do not allow large, homogeneous tracts of land to be developed in a single land use or class of housing.

This will encourage walking from residential places to places of work, shopping and gathering. It will also discourage the economic and social isolation that comes from creating large developments, which cater to a single age or income group.

Principle 6: Locate major traffic generators only on the corners of the neighborhood planning area.

This discourages cross-town traffic from being tempted to cut through a neighborhood planning area to get to one of these major attractors. It also ensures that major traffic generators are located where traffic can be adequately *dispersed*— on to the two or more major thoroughfares forming the corner of the neighborhood planning area.

Principle 7: Locate pedestrian-oriented neighborhood services at one or more carefully selected and designed focal points central to the neighborhood.

Obviously, this principle is most easily applied to *new* developments where careful site selection and design can integrate these services into the fabric of the neighborhood from the outset. This encourages walking and biking to these services by neighborhood planning area residents, but makes access by cross-town traffic inconvenient. It can also be a convenient location for a central neighborhood planning area transit stop.

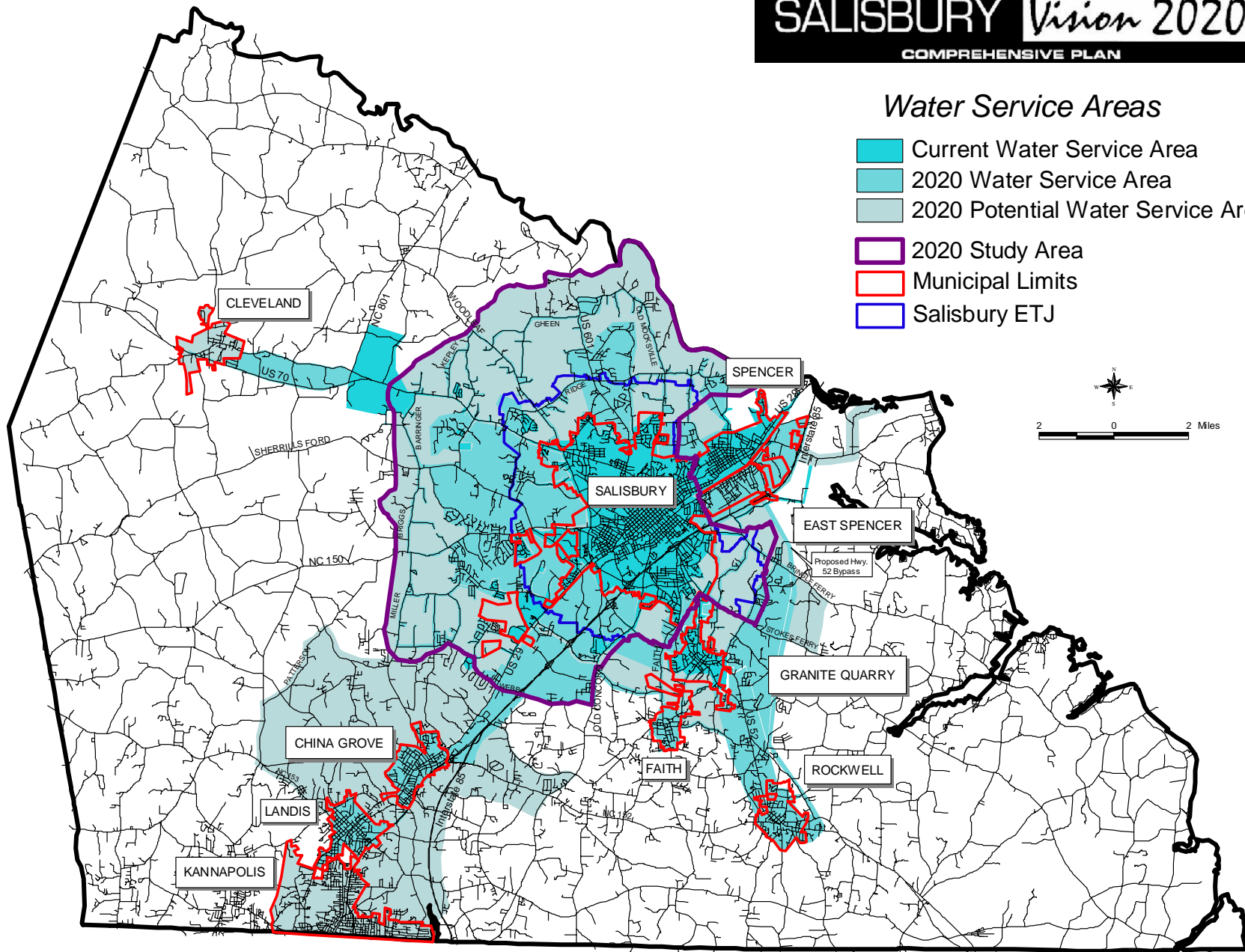
Note: These principles are not intended to suggest that all the needs of a person or family are going to be met within a single neighborhood planning area. However, a primary objective and benefit of this concept is to provide at least the option for some portion of each household's needs to be met within the boundaries of the neighborhood planning area, thereby reducing congestion on the city's thoroughfares, and providing for a better neighborhood environment and quality of life.

SALISBURY *Vision 2020*

COMPREHENSIVE PLAN

Water Service Areas

- Current Water Service Area
- 2020 Water Service Area
- 2020 Potential Water Service Area
- 2020 Study Area
- Municipal Limits
- Salisbury ETJ



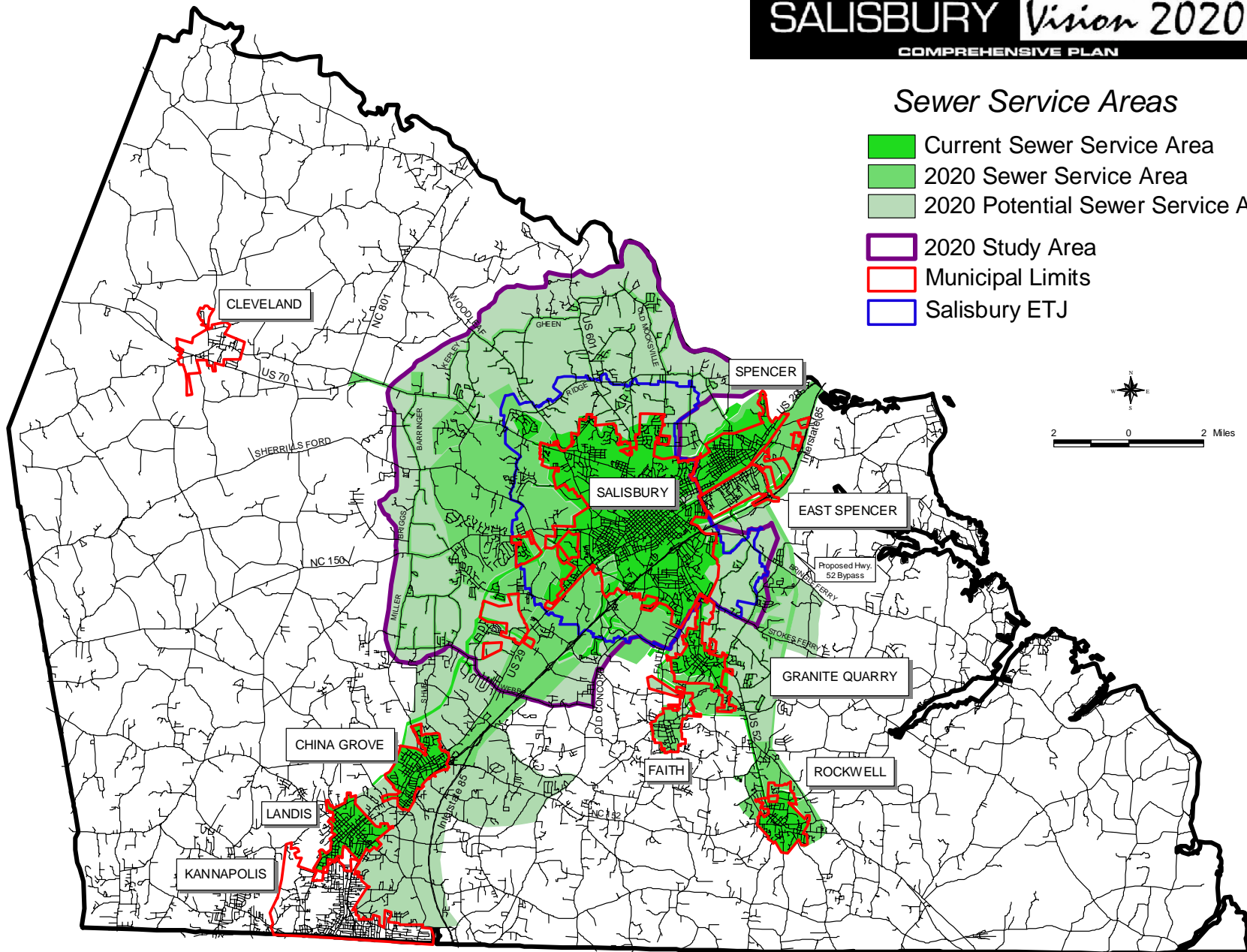
City of Salisbury Land Management and Development Department

SALISBURY *Vision 2020*

COMPREHENSIVE PLAN



Sewer Service Areas




- Current Sewer Service Area
- 2020 Sewer Service Area
- 2020 Potential Sewer Service Area
- 2020 Study Area
- Municipal Limits
- Salisbury ETJ

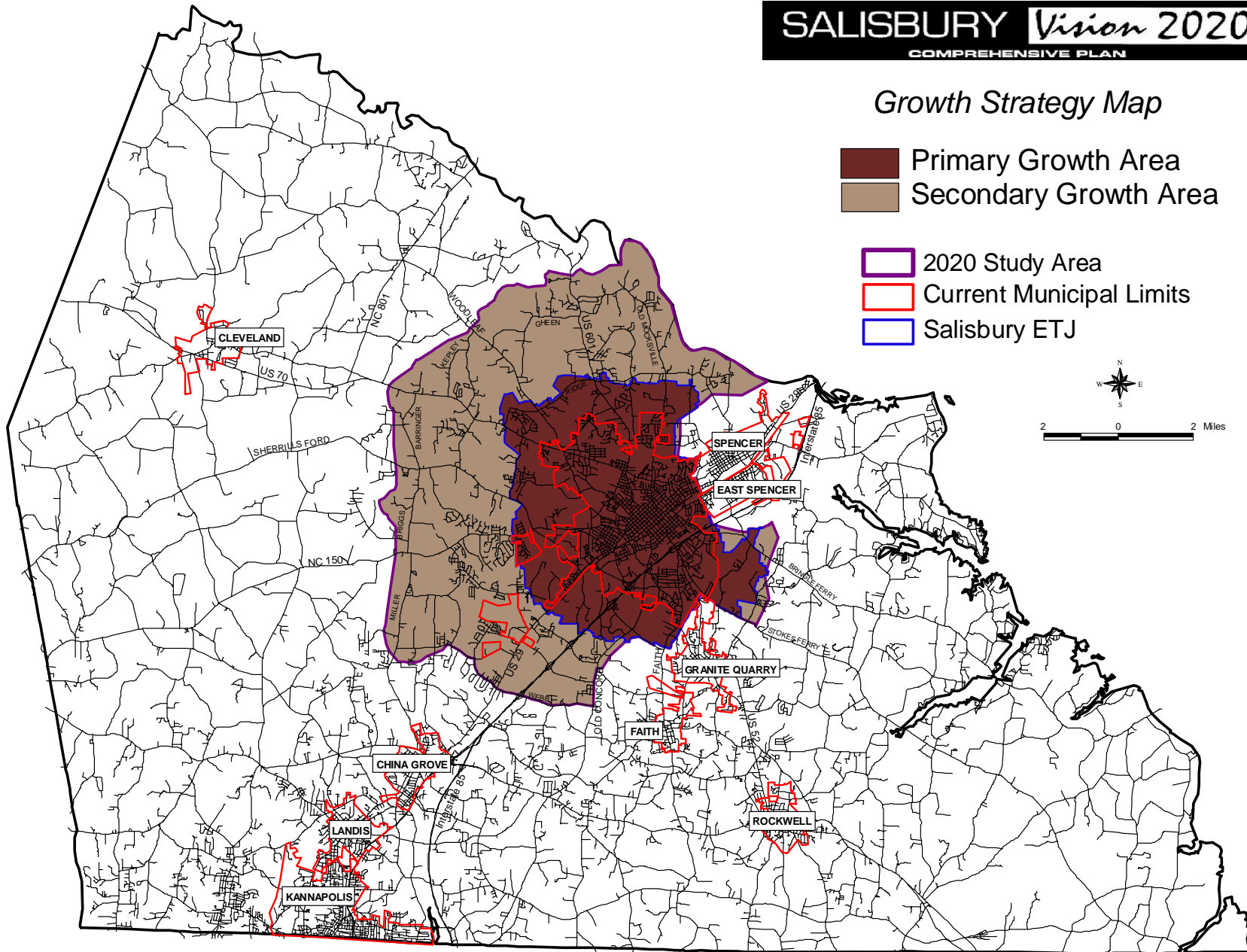
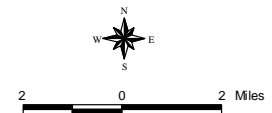


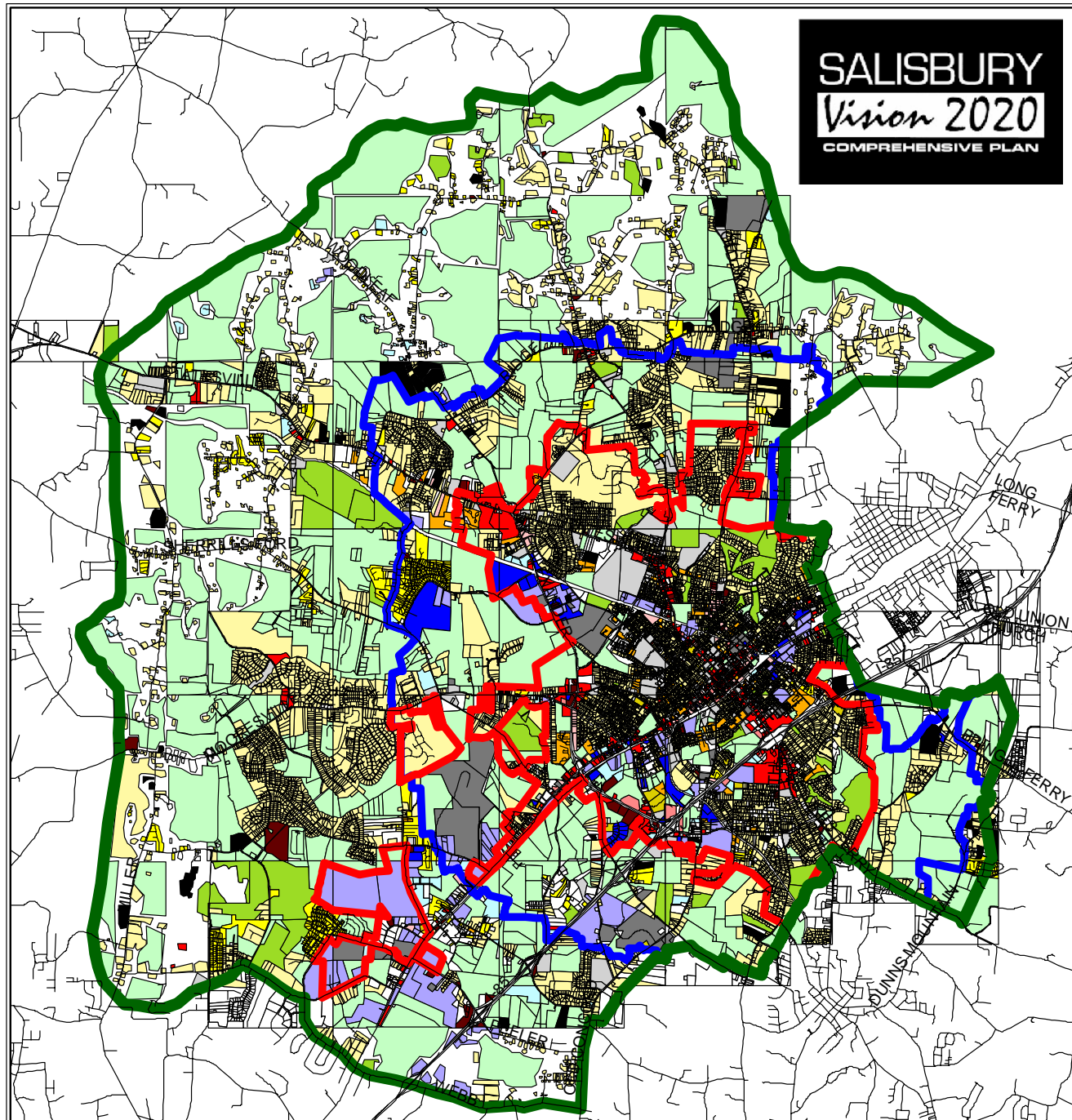
City of Salisbury Land Management and Development Department

Growth Strategy Map

 Primary Growth Area
 Secondary Growth Area

 2020 Study Area
 Current Municipal Limits
 Salisbury ETJ





Land Use Map

- 2020 Study Area
- City Limits
- Salisbury ETJ

*For further information
or to obtain a copy of the full text of the
Salisbury Vision 2020 Comprehensive Plan, contact:*



*Land Management & Development Department
217 South Main Street
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704-638-5240*