



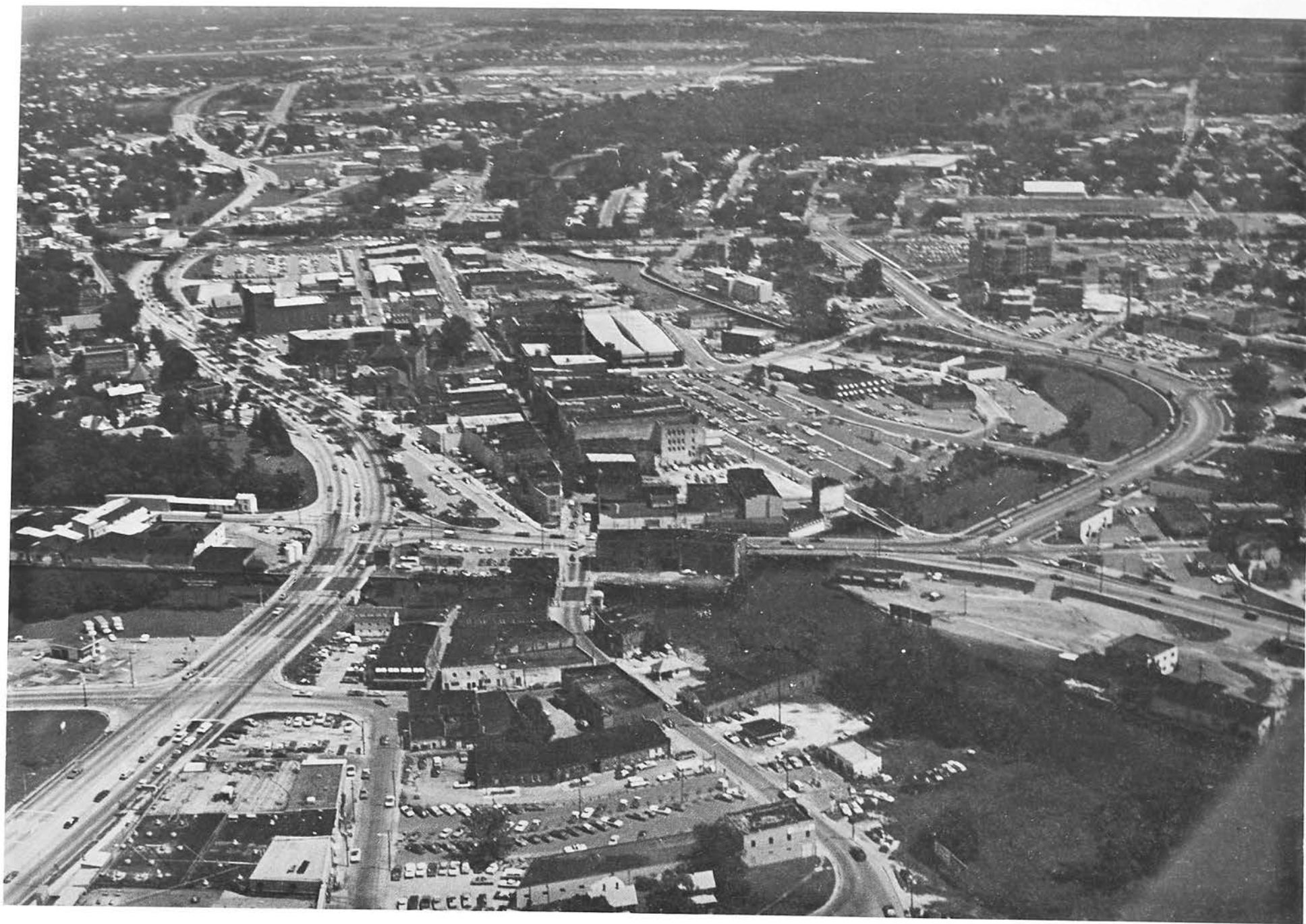
SALISBURY, MARYLAND

Regional Urban Design Assistance Team
May 1-5, 1980

The American Institute of Architects



Maryland Governor Harry Hughes greets R/UDAT leader Bernard P. Spring, VAIA, during community participation session at headquarters on East Main Street, Salisbury.



AERIAL LOOKING EAST

PREFACE

Salisbury is the focal point for the surrounding region. Its natural, geographic, and urban resources present an opportunity to provide for the growth of Downtown as one of a system of city centers that will enhance activities unique to the region. The team's proposal takes advantage of Salisbury's river, the central geographic location, and longstanding urban traditions to transform the Downtown into a resource that will benefit the entire region.

The present situation provides an excellent opportunity to reconsider the future of Salisbury. The city and surrounding area have expanded and will continue to expand at a substantial rate, creating an influx of differing uses, lifestyles, economic variables, and demands. This will require a diversified growth management program so that all the existing resources of the city are integrated and used to their highest possible advantage. The city is many-centered, and its natural, logical linkages have not yet been fully developed. The Downtown has lost its identity as the single center of activity, with the development of dispersed newer centers. A sense of complementarity, not competition, is the key to Downtown revitalization.

We believe that the people of Salisbury do not want to turn their backs on Downtown. The people of the area have expressed a need for a "sense-of-place" based upon new uses as well as on the older Downtown "Main Street" tradition -- changes that will take full advantage of its resources and add strengths.

Our proposal provides an opportunity to transform Downtown Salisbury into a vital unique "center within a system of centers" at the heart of the region. It can and should become a vital activity center for those who live and work in the area. This enlivened center can serve the changing needs of the area while preserving the older, urban traditions and reinforcing a necessary link between the east and west sides of the Wicomico River.

Hundreds of residents of the Salisbury area -- businessmen and women, neighborhood organization members, lenders, and

developers, students and young people, elected officials from all jurisdictions, city, regional and state agency staffs -- have contributed time, money, and ideas to the presentation of this R/UDAT and the development of these proposals. We hope that Salisbury residents will continue to work together in the years to come. They may choose to work to bring about many of the proposals presented here, or they may work on other proposals yet to be developed. The important thing is that the activity and ideas generated through R/UDAT result in active citizen involvement in revitalizing Downtown. A revitalized Downtown will create the diversity of resources and special activities necessary to meet Salisbury's present and future needs as a unique part of an organized growth management system.

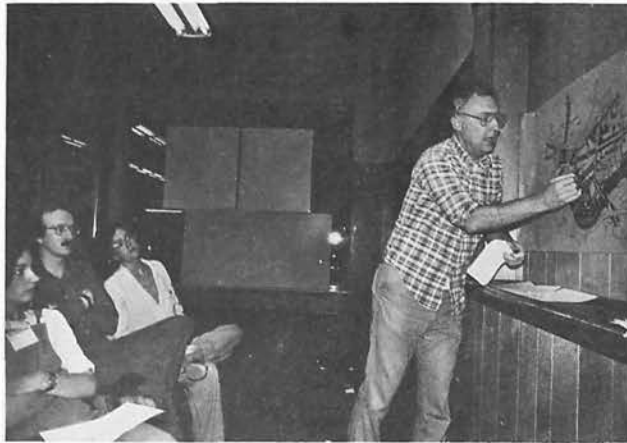
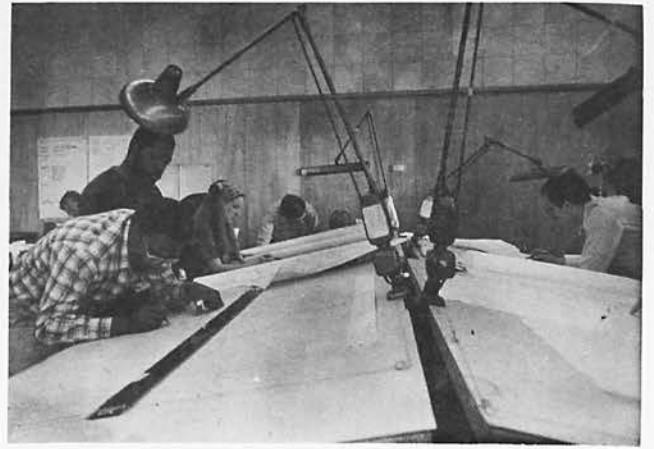


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INTRODUCTION

WHAT IS R/UDAT AND WHY ARE THEY HERE?

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967.

The Salisbury Team is the 65th such team to be invited into a specific area to deal with environmental and urban problems which range in scale from a region to a small town, and in type from recreational area to public policy and implementation methods.

The assistance R/UDAT provides is a community service of the American Institute of Architects (AIA). The Urban Planning and Design Committee of the AIA receives the community's request for assistance, then selects professionals for their expertise in the specific disciplines which have been deemed necessary to respond to the particular problems of the community. The members of the team receive no compensation for their services. Furthermore, they agree prior to the visit that they will not accept any commissions or consulting work which might result from this effort.

The visit is a four-day labor intensive process in which the members must quickly assimilate facts, evaluate the existing situation, and arrive at a plan of action. The format of the visit consists of air, automobile, and bus tours to determine the visual situation first hand; community meetings and interviews to generate user input and to build community support; brain-storming sessions to determine a direction and to develop implementable solutions; and finally, the preparation of a written report and presentation to the community. R/UDAT studies characteristically produce implementable solutions. This means a proposal which can be accomplished within a reasonable period of time; which can be reasonably financed; which can be executed legally; and which satisfies the community enough to generate strong support.

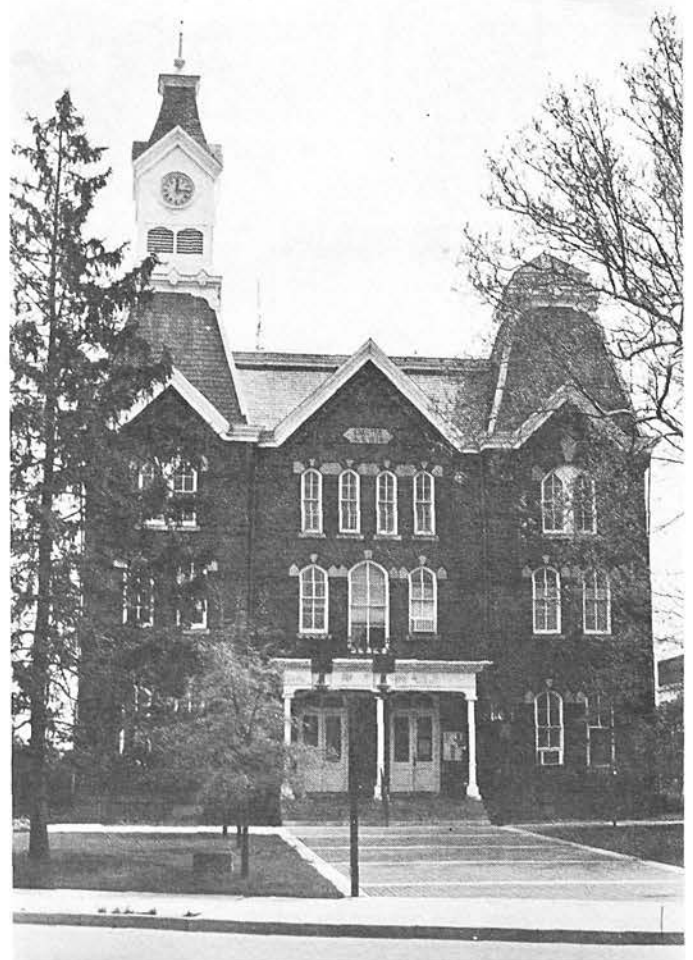
In March 1980, Salisbury was approved for

a R/UDAT study. On April 8, 1980, Bernard Spring, Team Leader, and Jules Gregory visited with the committee and reviewed the requirements for the team visit scheduled for the weekend of May 1 - 5.

Once the idea of R/UDAT was accepted by the CBD/SVAC and the government bodies, widespread community participation was sought. The local architects and others gave freely of their time and talents towards this end.

WHAT HAPPENED DURING THE R/UDAT VISIT?

The R/UDAT team, a creation of the American Institute of Architects, has been asked to assist the City of Salisbury in resolving some very basic issues. The issues relate to the city, preserving the downtown area, land use patterns and regional growth, strategies, traffic congestion, parking, and waterfront activities. It is our intention to develop a clear, concise approach to address these problems.



The implementation of the recommendations contained in this report must be supported by the community at large. They must understand the process outlined here if the goal is ever to be achieved. Business leaders, neighborhood groups, and governmental officials, city, county, and state, have strongly supported the R/UDAT's study of Salisbury, and have expressed a strong willingness to grapple with the issues facing this area with a cooperative community spirit.

The R/UDAT team has spoken with many people in the community -- elected officials, merchants, developers, citizens' groups, institutional representatives and others -- and has collected a great deal of information about the Salisbury area before making its recommendations. The local AIA Chapter, city and county governments, the business community, and many more have provided an impressive amount of useful information about the issues facing Salisbury, existing and proposed developments and jurisdictional responsibilities.



HOW IT BEGAN IN SALISBURY

In early 1977, the Central City District Committee (CCDC), while reviewing the parking revenue for the past year and preparing the budget for the upcoming year, saw a decline of considerable magnitude. In addition, developers were discussing another major shopping center within a 10-mile radius of downtown Salisbury. The CCDC set out to try to get a department store, located in the area, to expand in size and remain Downtown.

In the winter of 1978, developers were asked to come to Salisbury and talk to the CCDC about bringing major retailing to the Downtown area. In March 1978, the American City Corporation made a proposal for a Regional Retail Center Feasibility Study; but due to the cost, it was not contracted. Other efforts to improve Downtown were being made by various groups.

To coordinate these efforts, in May 1978 the Mayor and Council appointed a committee to be known as the Central Business District Study and Vitalization Advisory Council. Supported by the City of Salisbury and Wicomico County, the CBD/SVAC identified problem areas and commenced studies of vitalization of the area.

A local member of the Chesapeake Bay Chapter - American Institute of Architects informed the committee about R/UDAT. In the fall of 1978, Jules Gregory, co-chairman of the National AIA R/UDAT Committee, came to Salisbury for a meeting with the CBD/SVAC and a tour of the area.

Next, the CBD/SVAC contacted a large development company that suggested the entire Downtown be razed and a shopping center be built in its place. This plan was rejected as the answer to the area's needs.

On September 24, 1979, the CBD/SVAC voted to request a study. Gray Plosser, representing the Urban Design Committee - AIA, visited the area in February 1980 for an evaluation meeting.

RECOMMENDATIONS

The R/UDAT team recommends that revitalization of Downtown Salisbury be based on a three-part "key concept" incorporating the idea that A) the Downtown area can not be effectively rehabilitated without addressing the needs of decaying West Side B) that the West Side is an integral part of Downtown Salisbury and, C) that Downtown can no longer be realistically considered to be the "center" of Salisbury--instead the "center" might be thought of as a central loop of activity centers including the Downtown Business District, Salisbury State College, and the Civic Center/Salisbury Mall complex.

With this as a guiding policy, the R/UDAT team recommends that five "Task Forces" and a managing "Action Council" be organized for purposes of implementing an initial Program of Action. The proposed Task Forces are as follows:

- A "Salisbury Shuttle" Task Force with the mission of instituting a bus service linking the activity centers with a Salisbury central public transportation loop.
- A "Farmers' and Fishermen's Market" Task Force with the mission of establishing an

exciting new merchandising facility bridging the East and West Side and thereby bringing new life to that ailing area.

- A "West Side" Task Force charged initially with the responsibility of making key environmental improvements, and with the ultimate responsibility of generating a continuing flow of programs and proposals keeping the West Side in the forefront of the Downtown Development Program.

- A "Land Resources" Task Force responsible for maximizing the potential inherent in the City of Salisbury's land holdings.

- A "Financial Resources" Task Force organized to raise money effectively.

The R/UDAT team further recommends that the "Action Council", in addition to providing direction and guidance for the first five Task Forces, implement a continuing program, Phase II, of improvement and development by a growing array of new and increasingly effective Task Forces. Many of these have been recommended in this report.

Actual physical changes and specific forms they take will be highly dependent upon



the dynamics, successes, and failures of each incremental initiative. The Team believes that it is not desirable to commit to a singular physical plan. Rather, we offer the following suggestions as the beginning of a broadly based list of mutually supportive undertakings.

The Plaza

- o Encourage complementary uses on upper levels of existing structures
 - Residential
 - Office
- o Maintain and build upon existing streetscape improvements
 - Signage
 - Lighting
 - Landscaping management
- o Encourage new "ground floor" uses
 - Theater, assembly facilities
 - Restaurants of different types
- o Conserve and enhance the historical heritage
 - Inventory of significant structures
 - Use of available incentives to stimulate restoration, rehabilitation, adaptive re-use
- o Address needs of north and south facades
 - Store backs
 - Pedestrian access to parking at mid-block locations

Environmental Enhancements

- o Establish Downtown Salisbury as an im-

portant event

- Extensive landscaping on Route 50
- City gate treatments
- o Buffer incompatible industrial activity
 - Effective visual screens
 - Air quality control
- o Develop and link greenspace amenities
 - Riverwalk Development
 - A park amenity near library
 - A boat landing area
 - A sculpture garden/rivergate

New Construction

- o Respond to current active proposals
 - Motel
 - State Office Building
 - Professional/Medical offices
 - Jail and Museum facilities
- o Investigate new potential projects
 - Farmer's/Fisherman's market
 - Arena stage in Plaza
 - Quality restaurants (riverfront)
 - Multi-story apartment building
 - Wholesale market
 - Riverfront "crescent" housing
 - Cinemas

Cultural Activity

- o Create new attractions
 - Festival site
 - Ward Wildfowl Museum
 - City Mall Museum and Arts Center



CONTEXT

Salisbury, the seat of government for Wicomico County since 1867, is the regional center of the Delmarva Peninsula (Delaware, the Lower Eastern Shore of Maryland, and Lower Virginia). The natural beauty and topography of the Eastern Shore, part of the Coastal Plain, has bestowed many advantages on Salisbury. The Wicomico River, Chesapeake Bay, and the Atlantic provide rich resources for the seafood industry, and the abundant agricultural land gives Salisbury national recognition for marketable vegetables. Wicomico County has the highest annual farm income of any county in Maryland.

Thirty miles east of Salisbury lies Ocean City, a barrier island resort that attracts heavy seasonal traffic from May through September. Most Ocean City traffic uses Route 50 through Salisbury. It runs adjacent to Downtown. To the west of Salisbury is the Chesapeake Bay, the largest tidal estuary in the United States. Prior to the 1952 construction of the first Bay Bridge the Eastern Shore was isolated from the rest of Maryland. To the south of Salisbury is Pocomoke State Forest, an example of the kind of abundant woodlands and open space still found on the Delmarva Peninsula. Just 7 miles north of Salisbury is the historic Mason-Dixon line, now the boundary with Delaware.

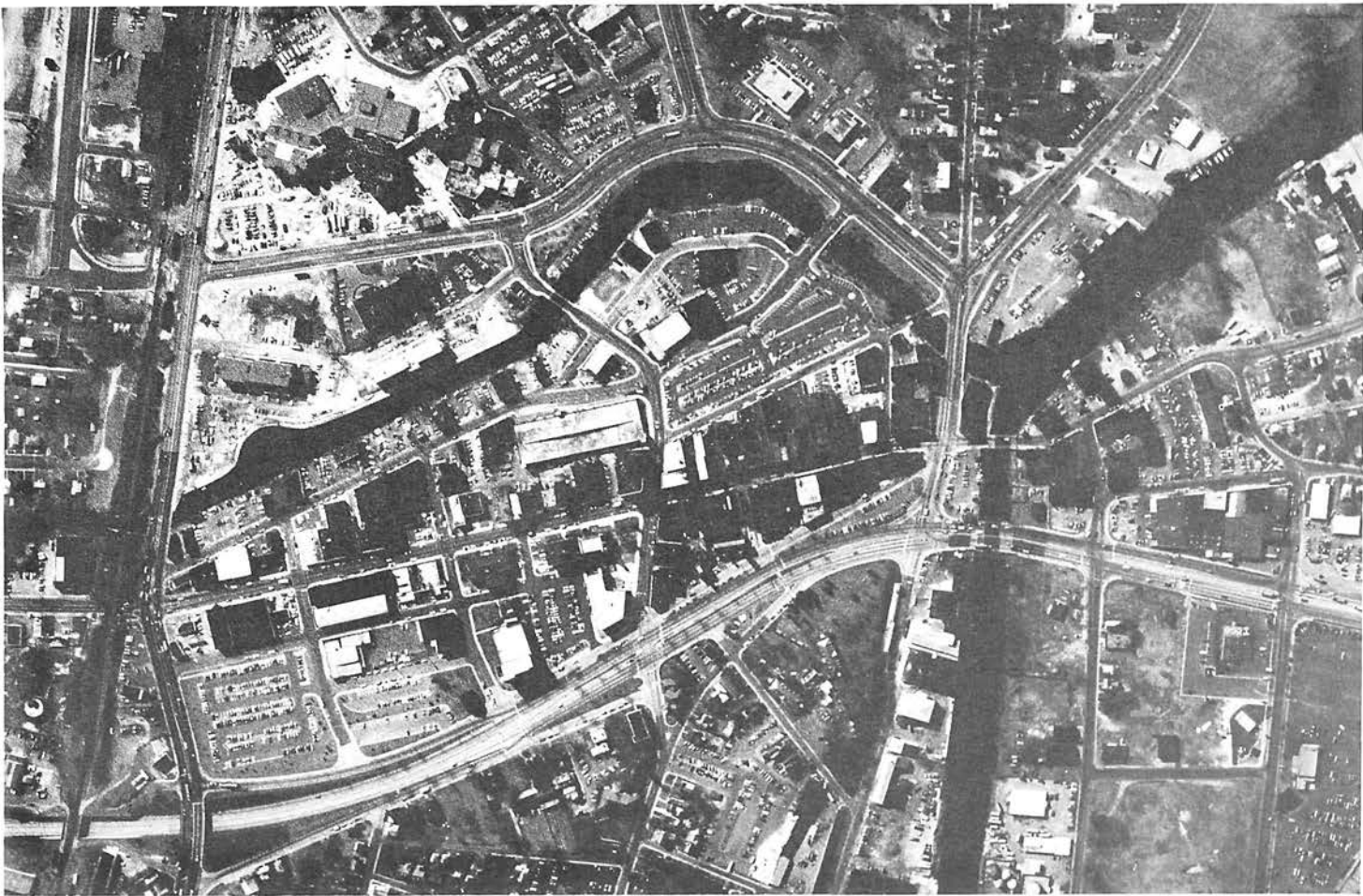
HISTORICAL CONTEXT

Salisbury Town was established in August 1732, at the headwaters of the Wicomico River, and was considered convenient for trade. During the 1800's Salisbury was the recognized center for the Lower Eastern Shore, isolated from the rest of Maryland by the Chesapeake Bay. Salisbury's livelihood was primarily based on agriculture and seafood. As a small community, Downtown was the single central location of religious, cultural, medical, governmental, financial, entertainment, and retail facilities. In 1860 and 1866 Downtown experienced disastrous fires that left gaps in it. These gaps were quickly filled with buildings, mostly Victorian in style. The Wicomico River provided the main transportation access into Downtown providing the necessary supplies for its facilities and residents. Travel to and from Down-

town from the surrounding community was by horse and buggy. The completion of the first Bay Bridge in 1952 ended Salisbury's geographical isolation. Salisbury was now accessible to the rest of Maryland.

A major effect of this new accessibility was the introduction of industry to the Salisbury area and, unfortunately, the decline of Downtown as the single center. The emergence of the private automobile as the primary mode of transportation, new industry and housing quickly dispersed into the Salisbury area and surrounding region. Industrial growth was supported through land availability and an available labor supply. The population growth extended settlement into all four quadrants (North, South, East and West) and the identity of Downtown as the city center slowly diminished. With the population growth, a slow but steady dispersal of facilities and activities beyond Downtown occurred.





During the past fifteen years there have been several attempts to counter patterns of decline in Salisbury's Downtown. Most recently the Central Business District Study Vitalization Advisory Council (CBD/SVAC) was appointed by the mayor to address specific problems and propose strategies for downtown revitalization. Several piece-meal developments have been undertaken--the most notable being the development of a pedestrian plaza which was later beautifully landscaped with live trees and colorful flowers. The Plaza seemed to be effective soon after its 1963 completion but by 1975 the Downtown Plaza was still not entirely a viable economic retail center. Shoppers were further encouraged to come downtown with the building of a \$1.87 million multi-story parking garage located along the main downtown arterial, North Division Street. It has, to date, never known full occupancy with rates approximating only 70% usage; user fees are expected to rise soon. It was also hoped that the 1975 completion of the new Government Office Building adjacent to the lovely old Wicomico County Court House would bring people back downtown. More recently

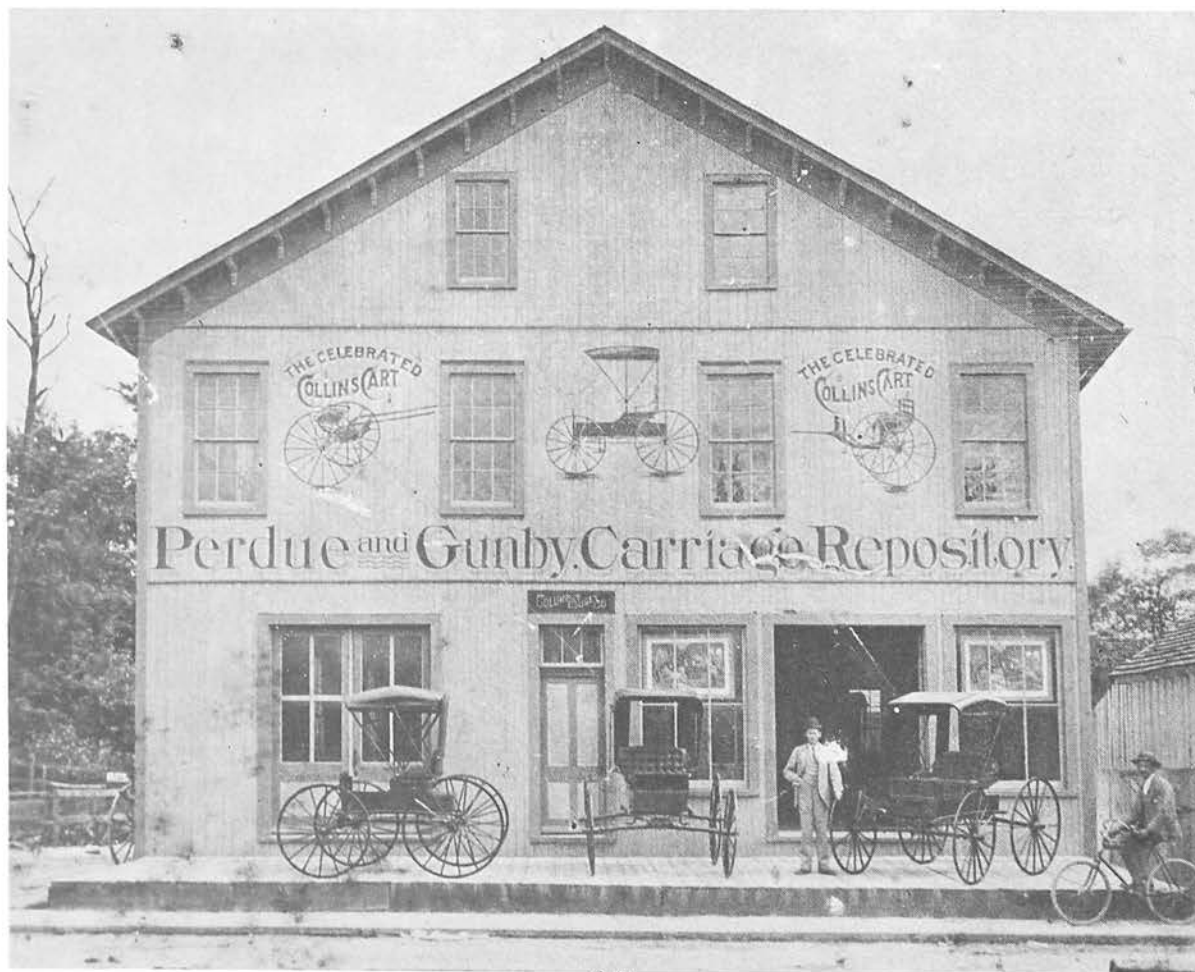
the Sheraton Motor Inn has been built in parallel with the city's waterfront beautification plan. The resulting "River Walk Park" gracefully stretches along the southern prong of the Wicomico and to the North Division Street bridge. The river line curling between the County Library and the enlarged Peninsula General Hospital is a pleasant park with green, open spaces and seasonal flowers and shrubs.

The failure to bring the people back downtown and overall lack of a comprehensive phasing plan for the revitalization of Downtown consequently led Salisbury to invite R/UDAT to study downtown and offer objective and comprehensive recommendations for the Salisbury Downtown.

PRESENT CONTEXT

Salisbury Downtown today is characterized by a traditional Eastern Shore attitude to both growth and change -- the progressive attitude reflected in the 1968 modernization of The Plaza.

By 1980, it is obvious that the Downtown from East Main Street to the West side



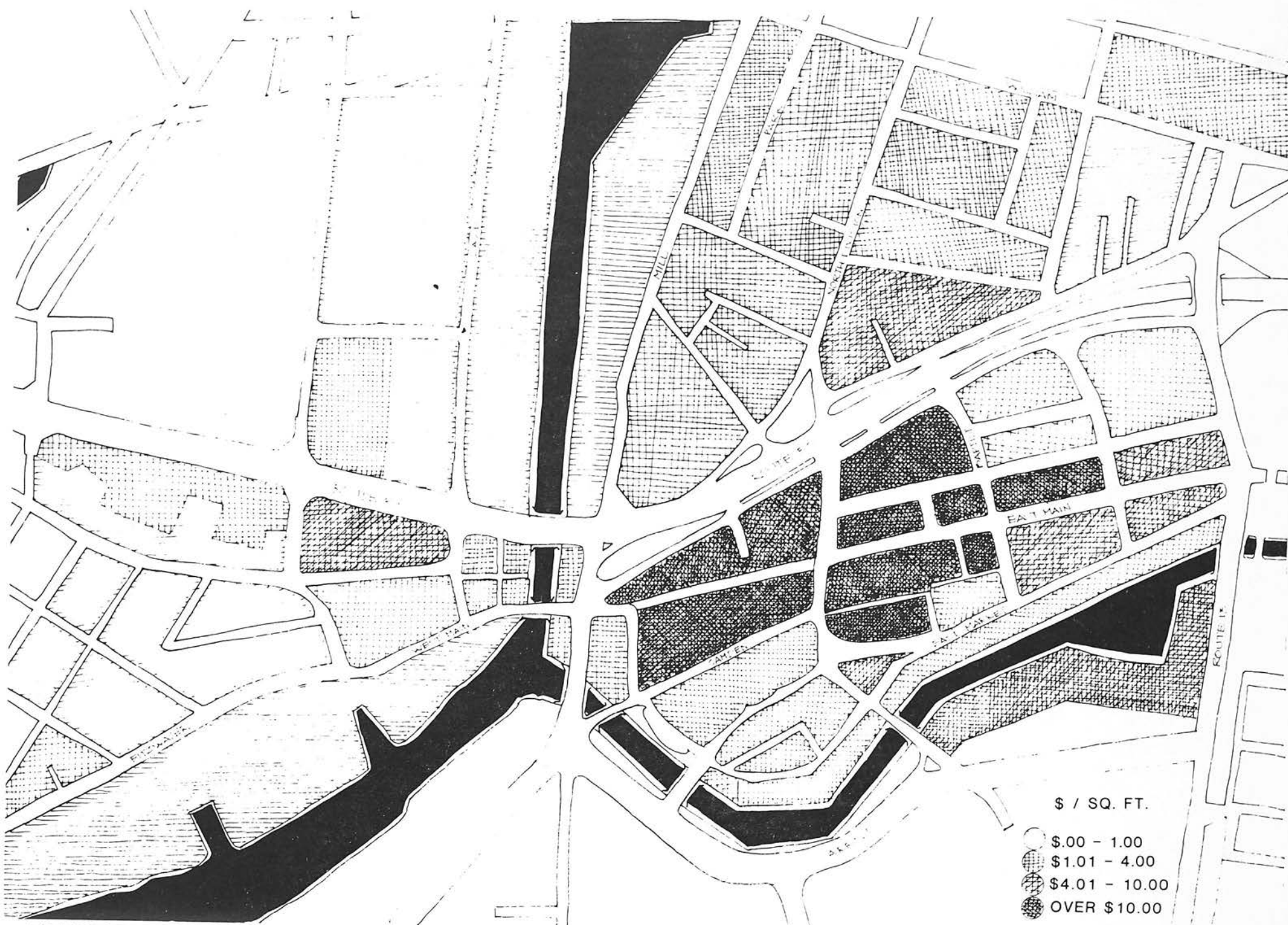
is not the economically viable retail center of the City of Salisbury and its surrounding area. However, Downtown is easily identified as one in a series of service and retail centers within the city: the Mall/Civic Center; the Zoo/Park; Salisbury State College; and Downtown Salisbury. As the Team sees it, they could be better interconnected in order to foster complementary development throughout the entire city.

The construction of the Mall/Civic Center at the City's edge marked the serious decline of Downtown. The indoor mall, largest of Salisbury's 12 identified shopping centers, includes 96 stores and interior displays in a controlled temperature climate. The competitive prices and shop variety serve as further incentives to entice the Salisbury and regional shopper to the mall. Soon after its construction, the mall even replaced the once-crowded Main Street as Salisbury's entertainment haven for Saturday nights. Included in the mall is a multi-cinema theater, fast food shops, department stores, clothiers, furniture, music, health foods and grocery stores.

Salisbury Location Plan

This map shows Salisbury as the regional center for the Delmarva Peninsula. Salisbury is located at the headwaters of the Wicomico River which provides easy water access to the Chesapeake Bay. Salisbury is also geographically located at the intersection of the major highway network of Route 50 connecting Washington, D.C. in the west to Ocean City in the east, and Route 13 connecting Philadelphia to the north and Norfolk to the South.





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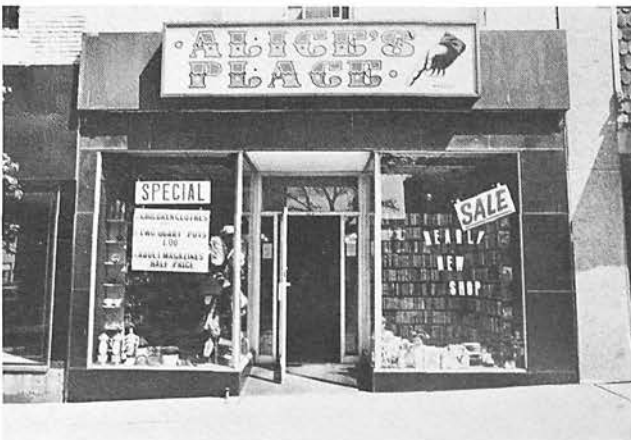
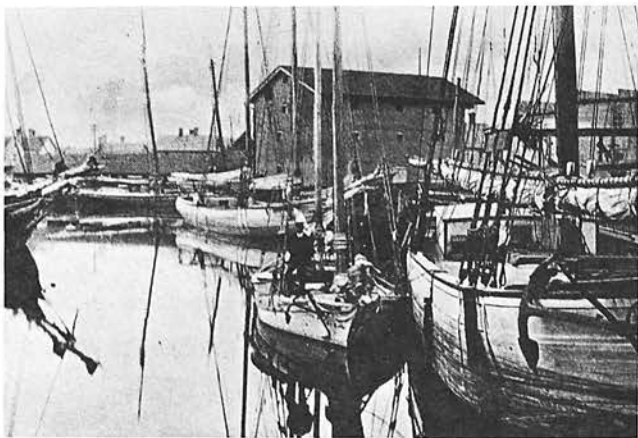
- \$0.00 - 1.00
- \$1.01 - 4.00
- \$4.01 - 10.00
- OVER \$10.00

ASSESSED VALUATION MAP

The Zoo/Park Center is a unique source for cultural and recreation activities for Salisburians. While this complex, does not detract from Downtown services but, rather, enhances them, it is a significant people-attraction center and is ideally located within blocks of the central city off East Main Street.

Salisbury State College is the Eastern Shore's largest educational facility. The four-year liberal arts college's enrollment approaches 4000 students including part-time and evening students. The College serves not only as a significant population center for retail, religious, and entertainment activity but has the potential to support Downtown services and functions, especially because of its location nearby to the Downtown by way of Camden Avenue.

Finally, Downtown is strategically located at the major highway and water crossroads of the City and Region, and it has welcomed the development and expansion of a number of vital public services along its perimeter. Downtown retail activities have dispersed to outlying suburban shopping centers and the regional Mall --



which the courts allowed to be built in 1965 despite municipal objections -- yet facilities have been expanding. These include the Peninsula General Hospital facilities; banking and legal services; municipal building and operations including police, fire and postal services; the County Free Library; old style walk-in theater, the Sheraton Motor Inn; travel agency; and other public and private services.

The Victorian and turn-of-the-century style of several of the old buildings Downtown was once considered an eyesore and too old fashioned for local taste. There is a national resurgence of interest in historic preservation and restoration of such structures.

TRANSPORTATION

Salisbury's central geographic location and history as the socio-economic trade center of the lower Eastern Shore has played a major role in determining Downtown's present situation. Salisbury is strategically located as a major transportation crossroads with highway, water, air, and to a lesser extent, rail services which give the area its progressive urban momentum. In the past thirty years with the advent of widespread ownership of the private automobile and the completion of the Bay Bridges, Salisbury has become less isolated in its earlier regional agricultural context. Highways were improved and new ones were introduced to allow for efficient and continuing expansion of the population suburban areas.

The transportation plan for the Salisbury Metro Core and Downtown is automobile-oriented, focusing primarily on local streets, core roads, and highway systems (U.S. Route 13 and 50). With respect to dramatically changing energy and living patterns, alternative forms of water and rail transportation, formerly important into city regional links might be rejuvenated.

Finally, because it is important that Salisbury recognize and support its changing function as a social and service center, pedestrian and bus access are crucial to transportation considerations.

LAND USE VALUES/DISCREPANCIES

Downtown Salisbury is characterized by overwhelming discrepancies in land values. This is due in part to incompatible land uses, differential investment and vacant buildings. The parking garage on the southeastern side of East Main Street and the Government Office Buildings on the north side of East Main Street have the highest land values per square foot. The Courthouse also has superior land value because of its historical value. The second highest land values occur on the north and south side of East Main Street extending east to the Courthouse. Land values for other downtown areas are increasingly less with the lowest land values being in the West End of Fitzwater Street located diagonally across from Perdue.

The prime land for Downtown, based solely on land values per square foot, is the East Main Street section to the courthouse, the courthouse itself, the Government Office Building and the parking garage.

A paradigm exists in that the community wants to revitalize and encourage interest and development Downtown, yet potential developers (public and private) face a risk which is further heightened by obliging potential developers to pay high prices for land.

RECREATION, PARKS AND OPEN SPACE

Salisbury and Wicomico County residents traditionally have been known for their concern for and love of open spaces. There are numerous existing recreation facilities, including the Salisbury City Zoo and Park as well as several playgrounds and athletic fields, to meet the needs of various age groups. Downtown lacks major active recreation facilities, but open space in Riverwalk Park and the Downtown Plaza with its benches and botanical landscaping are unique amenities.

FLOODING PROBLEMS

A major area of concern for Downtown revitalization expressed by several interested groups is the development of the West Side, West Main Street and the area along the Wicomico River. This area, however, has historically been subject to flooding and much of the area is in the Federally designated flood hazard area. Before any development can take place in this area, the land must be prepared in order to prevent future flooding.

HOUSING

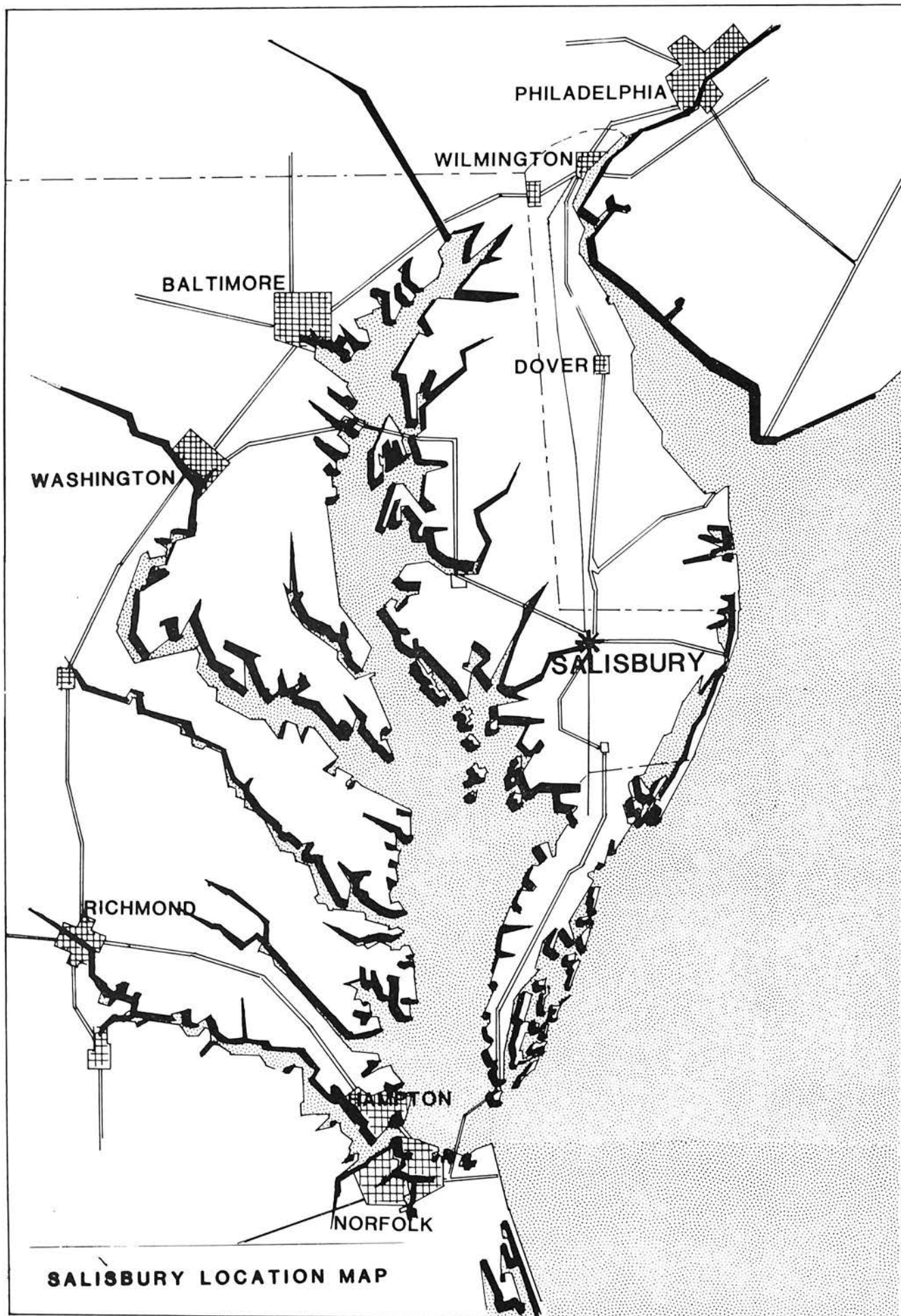
There is a shortage of adequate housing Downtown. Buildings on the Plaza formerly housed tenants and single families in upper story apartments. Those apartments are now dilapidated fire hazards, and hence unsafe for living. Single family frame homes built in the West Side are now for the most part deteriorating. Wicomico River flooding has also periodically threatened these homes.

Surrounding the Downtown, however, are several residential neighborhoods including the historic Newtown and Camden neighborhoods, the college's 1100 dormitory beds, and potential tenants from the Salisbury State College community. Several elderly apartment complexes are found in the area surrounding Downtown.

According to the Maryland Department of State Planning, the total population of Wicomico County for 1970 was 54,283 with a projected population of 68,820 for 1990. This represents an increase of 14,537 persons in twenty years. The continued growth of Wicomico County establishes the

need for a complementary development plan providing linkages for the three identified city centers and their respective populations.





DOWNTOWN AND ITS REGION

Working Diagram of the City

Even small cities have complex patterns of land use, circulation, and proximity. Professional planners usually find it hard to understand these patterns without using a diagram such as the one shown. The most obvious elements of this diagram and hence, the most significant aspects of Salisbury's physical form are: its location at the headwaters of the Wicomico River, (explaining its high water table and flood plain areas); the intersection of the key regional highways (explaining the strength of its economic and political position); the small, confined and "passed by" Downtown; the major civic and retail uses in the East end; and, finally, the isolated location of the Black population in the west and north.

With this diagram, all of these principal city characteristics can be understood by the public and planners alike.



DOWNTOWN PLAN

THE DOWNTOWN PLAN

The purpose of the plan is to re-establish the historic Downtown area as an attractive area which compliments the existing metropolitan core area of Salisbury. The plan suggests locations for a number of new facilities, expansion of others, and careful rehabilitation. The vast majority of existing buildings and roadways are retained and enhanced by the proposed improvements. The plan builds on many of the fine existing public and private improvements. All significant historic buildings are retained.

THE PLAZA

Parking could be made more accessible by a reorganization for greater convenience and safety. Circulation into and around the Plaza might be improved by an extension of West Market Street paralleling the proposed new residential development and curving around the west end of the plaza shops as a one-way loop. For the safety and convenience of visitors parking their cars, through traffic could be held to the outer perimeter and the covered walkway directed toward the buildings without crossing a public street. The back sides of the stores could be attractively redeveloped using colors similar to those on the fronts of the buildings, and by the removal of objectionable signs and equipment. A decorative new design element to identify the entire Plaza might be lit at night with sparkling small lights. Attractive walkways could extend in from handsomely lighted and landscaped parking lots, many of which could pass by gardens or courtyards lined with retail space. The Team suggests that the missing buildings generally be reconstructed and include walkway connections to the Plaza. The present landscaping of the Plaza needs extensive thinning and careful tree pruning to let in more light and improve the visibility of the building facades. Some selective removal of the larger shrubbery could open up views of display windows. More crosswalks might be developed through the long planter islands to facilitate circulation back and forth between the stores.

The Plaza could extend to Mill Street, terminating at the Festival Plaza Area which extends to the west to include both sides of the Wicomico River. This plaza is extended in order to bridge and unify the east and west sides of the river. Flags and other colorful decorative elements might accent it, and the added space could function as an open air Downtown farmers' and fisherman's market. Under brightly colored awnings the produce, fish, meat, and cheeses could be sold along with arts and crafts.

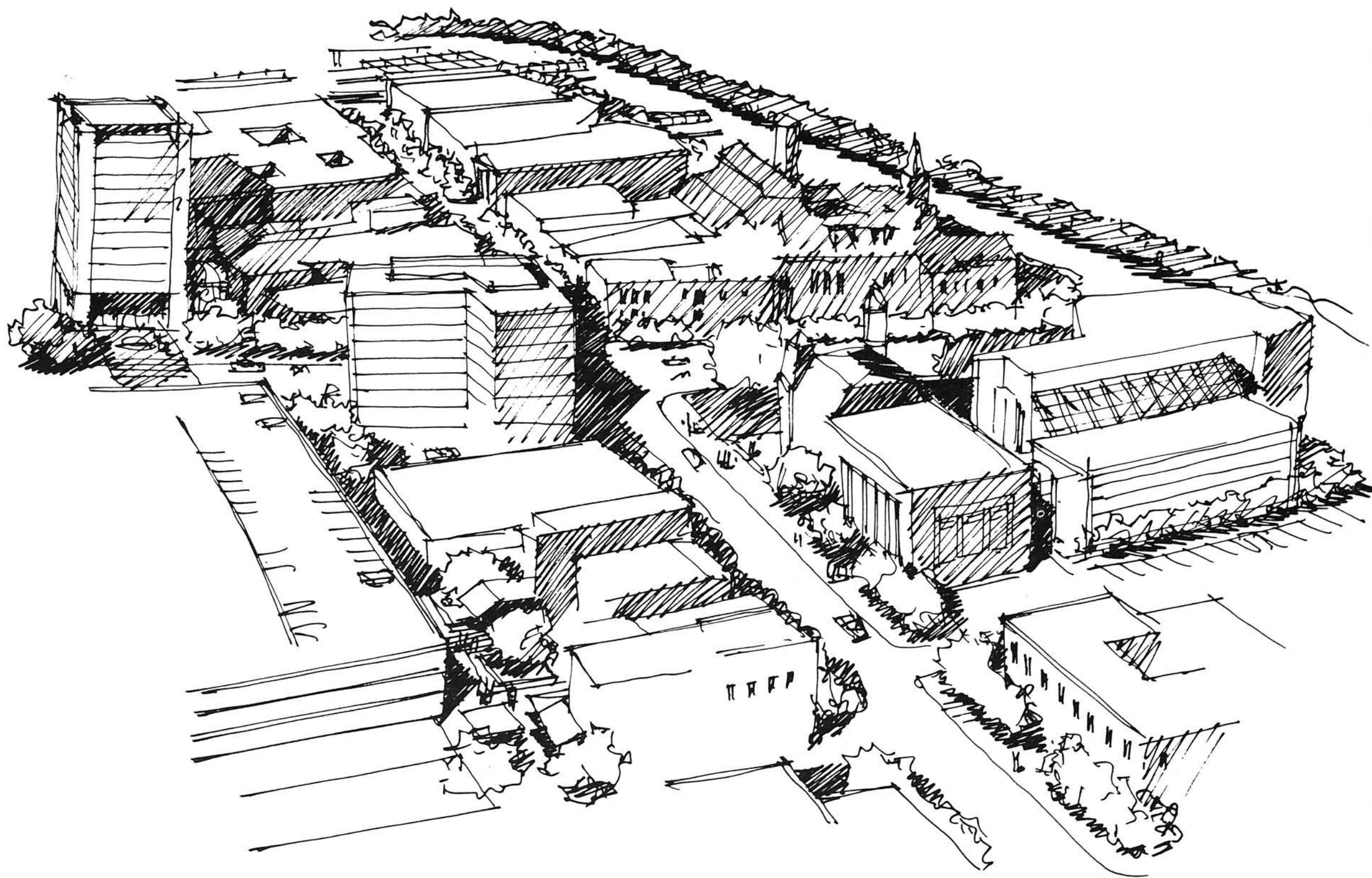
OFFICE BUILDING AND HOTEL

More intensive use of both the plaza and the existing parking garage could result if a major office building were to be located immediately west of the parking garage, and adjacent to Division Street. The proposed State Office might be set back 50 feet from the west edge of Division Street to provide a small plaza. This building might best be privately developed and thus could conceivably have retail space on the ground floor. It could be designed to provide future expansion space to be rented to private tenants. If such a joint use were to prove economically feasible, a twelve- to eighteen- story building would be suitable for this location, since the initial requirements for State offices could total 60,000 to 75,000 square feet.

The northeast edge of the area is proposed as the site for a major new hotel and convention facility. Immediately west of this convention site, between Poplar and Baptist Streets, an attractively designed wholesale shopping center is shown. The large site is shown with buildings on the perimeter and a landscaped courtyard at the center.

EAST ENTRANCE

The Salisbury Boulevard approach to Downtown on the east could be enhanced with landscaping to create a gateway which strongly identifies this visual connection. Additional landscaping of the river bank area next to the railroad tracks is also suggested. Elimination of billboard advertising between Route 50 and East Carroll Street should be considered.



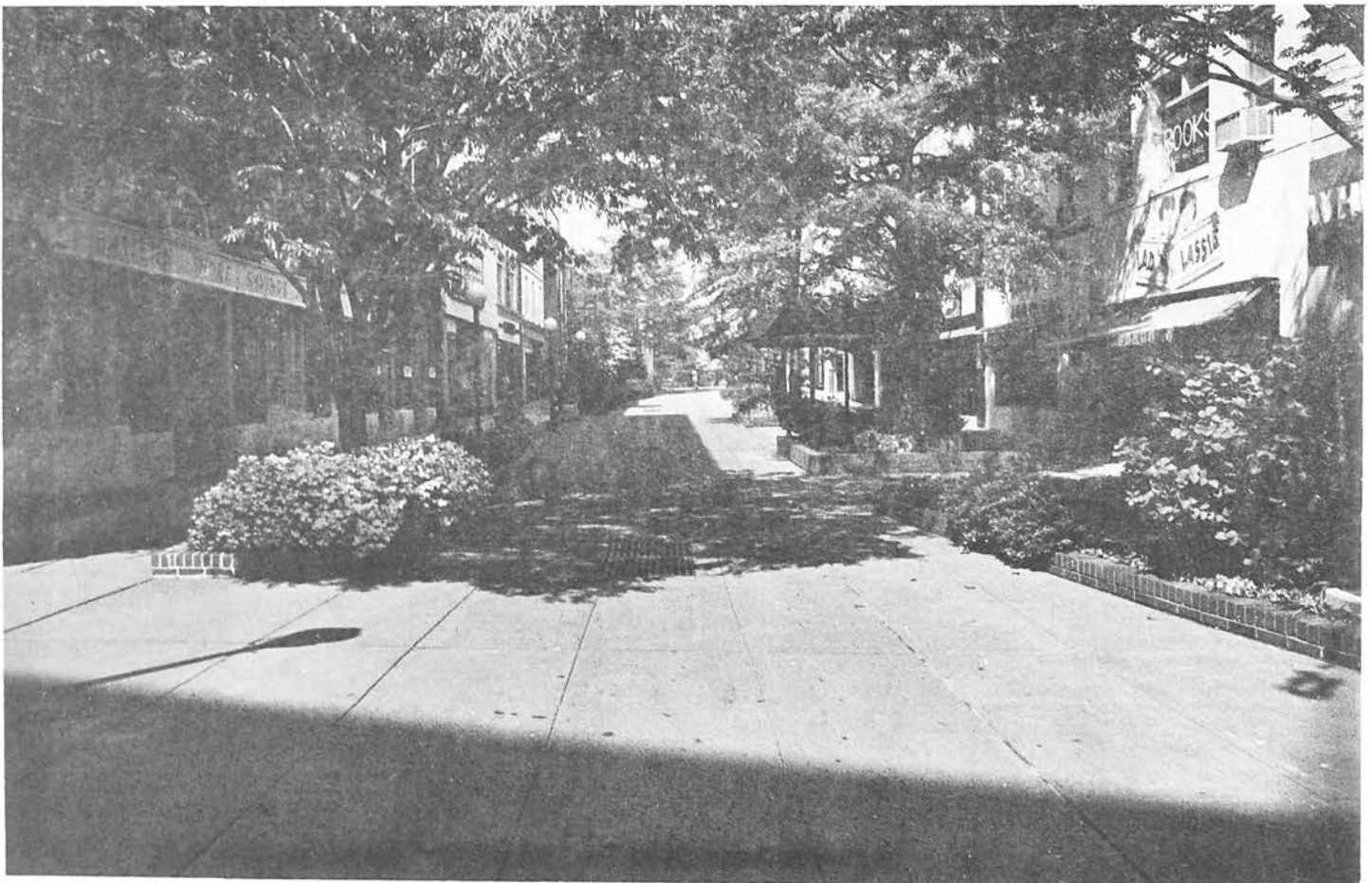
DESIGN QUALITY

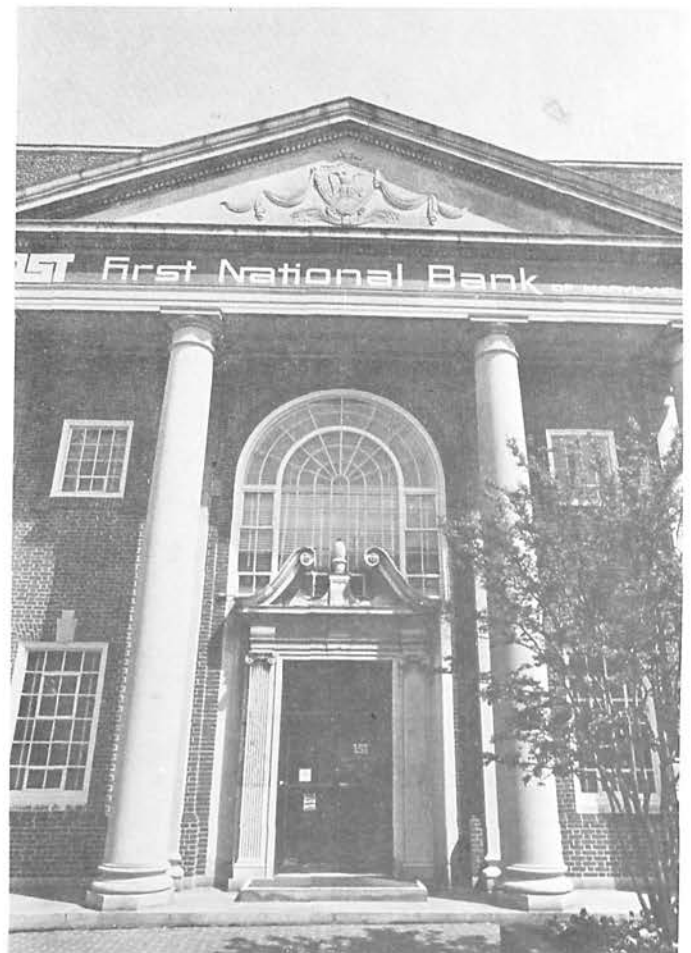
An aesthetically attractive environment is an essential element in re-establishing the desirability of Downtown. New architecture of the highest quality, restoration work, landscape architecture, parks, plazas and riverfront walkways, signs, graphics and landscaped parking areas can all contribute to the public perception of an exceptionally attractive place. Older buildings should be restored, and facades made of incompatible facing materials, added as "modernizations" should be removed. New buildings which are near the Plaza might well utilize materials which are harmonious in color and texture with the older buildings. However, they should not attempt to copy the detailing of historic buildings.

RIVER WALK PARK RESIDENTIAL

The River Walk Park Residential element includes the Salisbury Crescent, and a Luxury Residential Tower, the Wicomico River Condominiums. The form of this housing could emphasize the river's course through Downtown and would reinforce

the commercial core area. It has been suggested that this housing should be primarily condominiums. Public access along the river's edge could be retained and enhanced. Other amenities provided for the residential might include a neighborhood park, a sculpture garden, churches, a regional library, convenient shopping and private medical office facilities. The structures would best be two and three stories in height. They would terminate at a high rise residential tower facing on the Arena Theater plaza. Small private gardens enclosed by walls and upper level balconies could provide private outdoor space for the low row houses. Seven hundred feet to the west, on the Wicomico River, residential use in three-story structures might be continued in the West Side. Dogwood trees could be a special feature used along the river as their handsome spring bloom, reinforced with pines and shade trees is a scene to be cherished. To emphasize the connection to the Medical Center, a landscaped walkway could extend from the bridge near the foot of Baptist Street to this hospital. Pedestrian circulation, bicycling and the use of





jogging trails could also be encouraged. Many of the residents of such an area would be able to walk or bicycle to downtown places of employment.

CIRCULATION MODES

The design of Downtown is especially well suited for the use of many kinds of travel because it is compact and close to other centers. Walking, bicycling, jogging and boating could be provided as alternatives to the automobile. Bicycle routes might radiate out toward the College and other centers. Provision of facilities within the Plaza such as cinemas and stage theaters, coffee shops, a well stocked quality bookstore, and the farmers' and fishermen's market would be likely to encourage more student use of the area. The proposed mini-bus loop connecting the Shopping Mall, the college and Downtown with conveniently located, well identified drop off points should be tested.

OTHER ELEMENTS

A site for the Wicomico County detention facility is suggested immediately next to the courthouse, on the north side of the building, located away from the street.

One good use of some of the property adjacent to East Market Street near the proposed residential use might be low-scale medical office buildings which could be connected by the pedestrian bridge and a landscaped pathway back to Peninsula General Hospital.

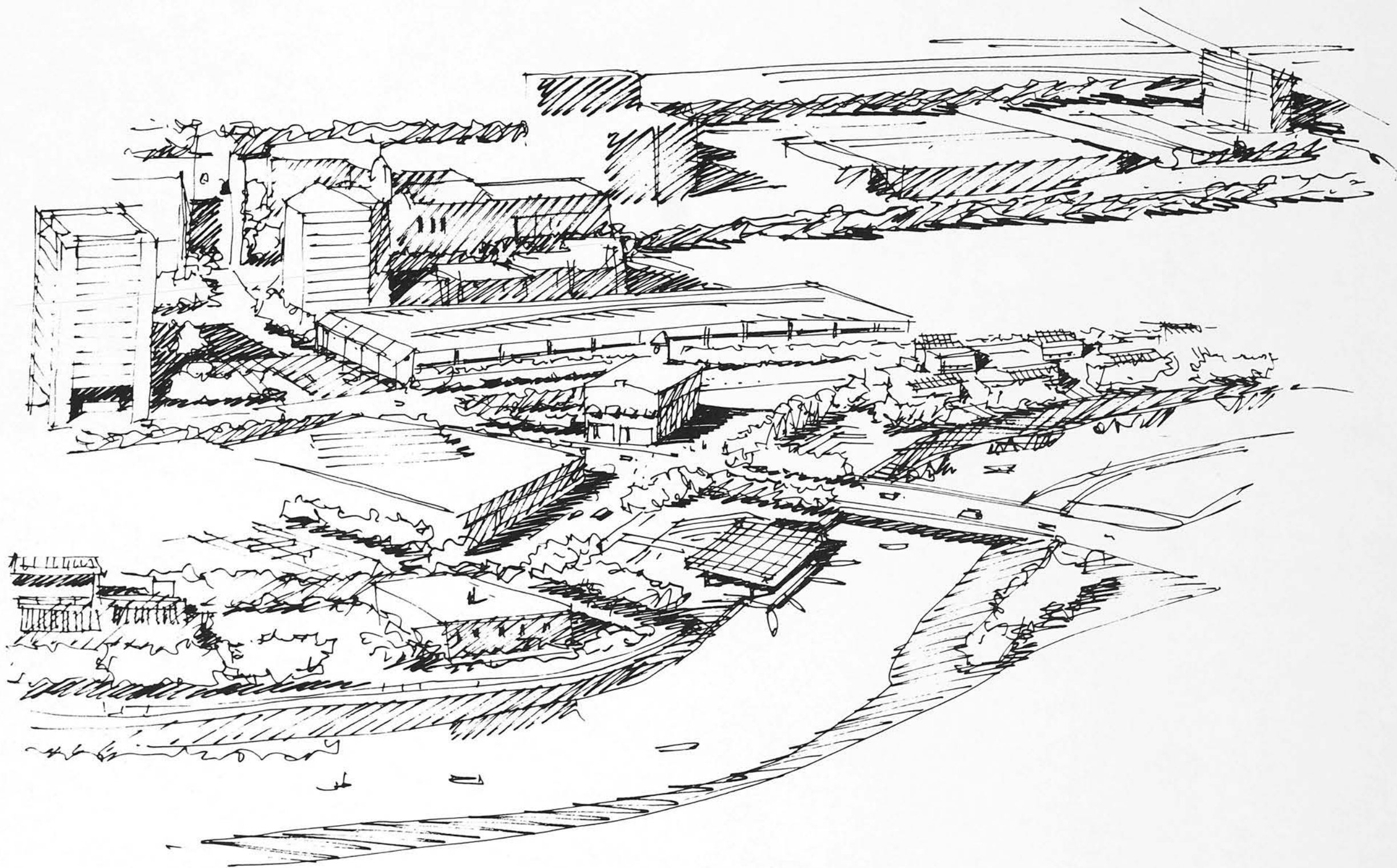
An arena theater and plaza, which could be located at the western edge of River Walk Park near North Street, would enrich the new Downtown and enhance the residential community.

Many other programs and plan features could also be incorporated to meet Downtown's projected growth and changing needs.

Aerial Looking North

This concept of riverfront residential development brings Downtown life to the river's edge -- a 24-hour life. The concept takes advantage of the river as a part of a dramatic setting for recreational activities which include canoeing, listening to outdoor concerts, viewing sculpture, or merely strolling. Also shown is a landscaped plaza which ties together the area's retail shops with the proposed State Office Building. Finally, intensive landscaping appropriately embellishes and frames a possible new hotel located at the intersection of Route 13 and Route 50.





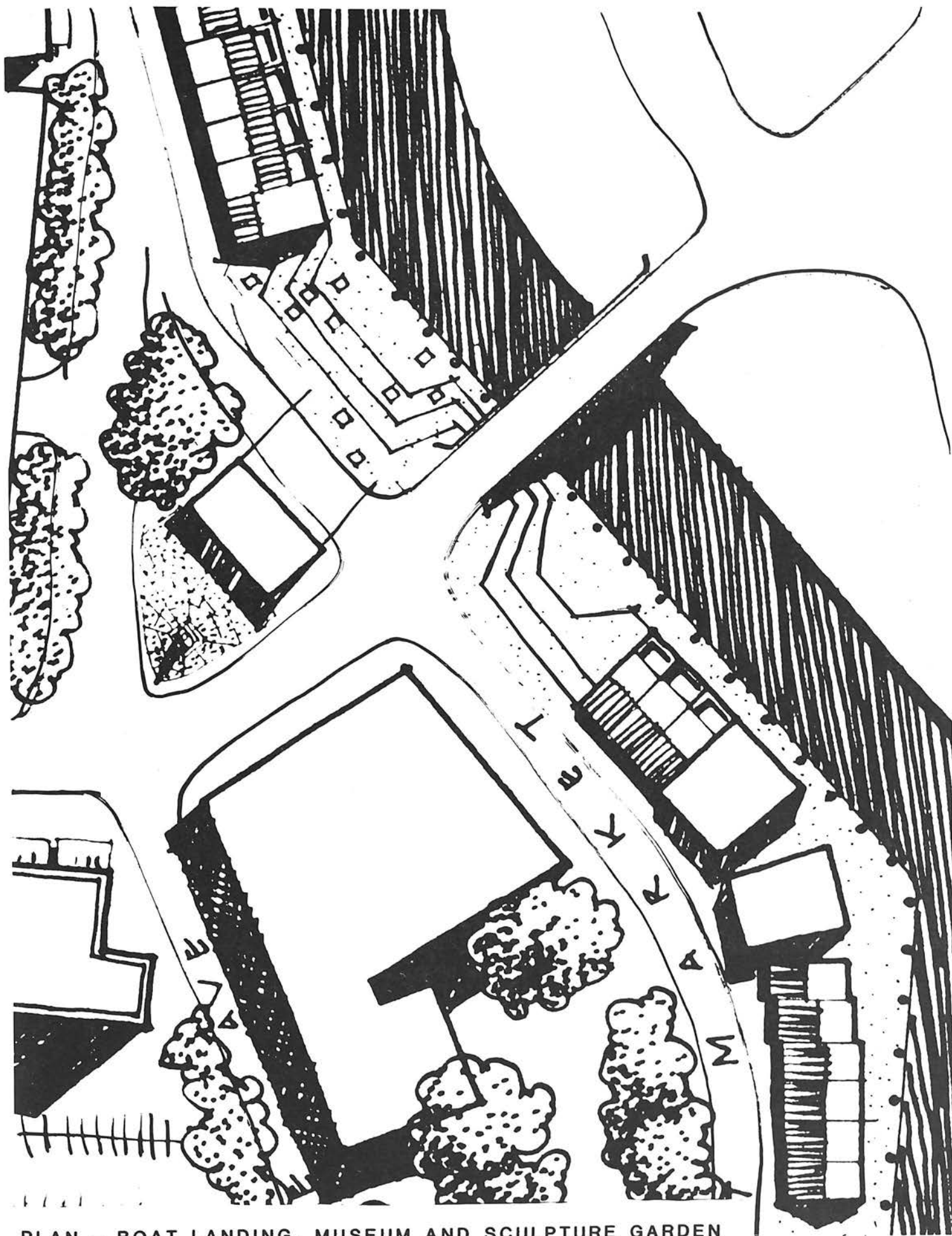
AERIAL LOOKING NORTH

PLAN - BOAT LANDING, MUSEUM AND SCULPTURE

On the north bank of the eastern branch of the Wicomico, a recreational and cultural use such as a terraced sculpture garden is illustrated. Such a facility could connect cultural features to the river's edge and a walkway system. The area could include a small amphitheater and bandshell with a smooth dance area for concerts as well as recreational dancing, providing active and attractive elements at night as well as during the day.

Some reinforcing use to establish this area as a cultural and recreational activity node could be a Downtown location for the Ward Waterfowl Museum. Providing a new home for this popular facility could enhance both the Museum and the Downtown by making the Museum more accessible to the public and providing a Downtown cultural feature which is highly attractive to people from many parts of the country. In a location like this, the Museum would also be supported in off seasons by surrounding uses attractive to local citizens.





PLAN - BOAT LANDING, MUSEUM AND SCULPTURE GARDEN

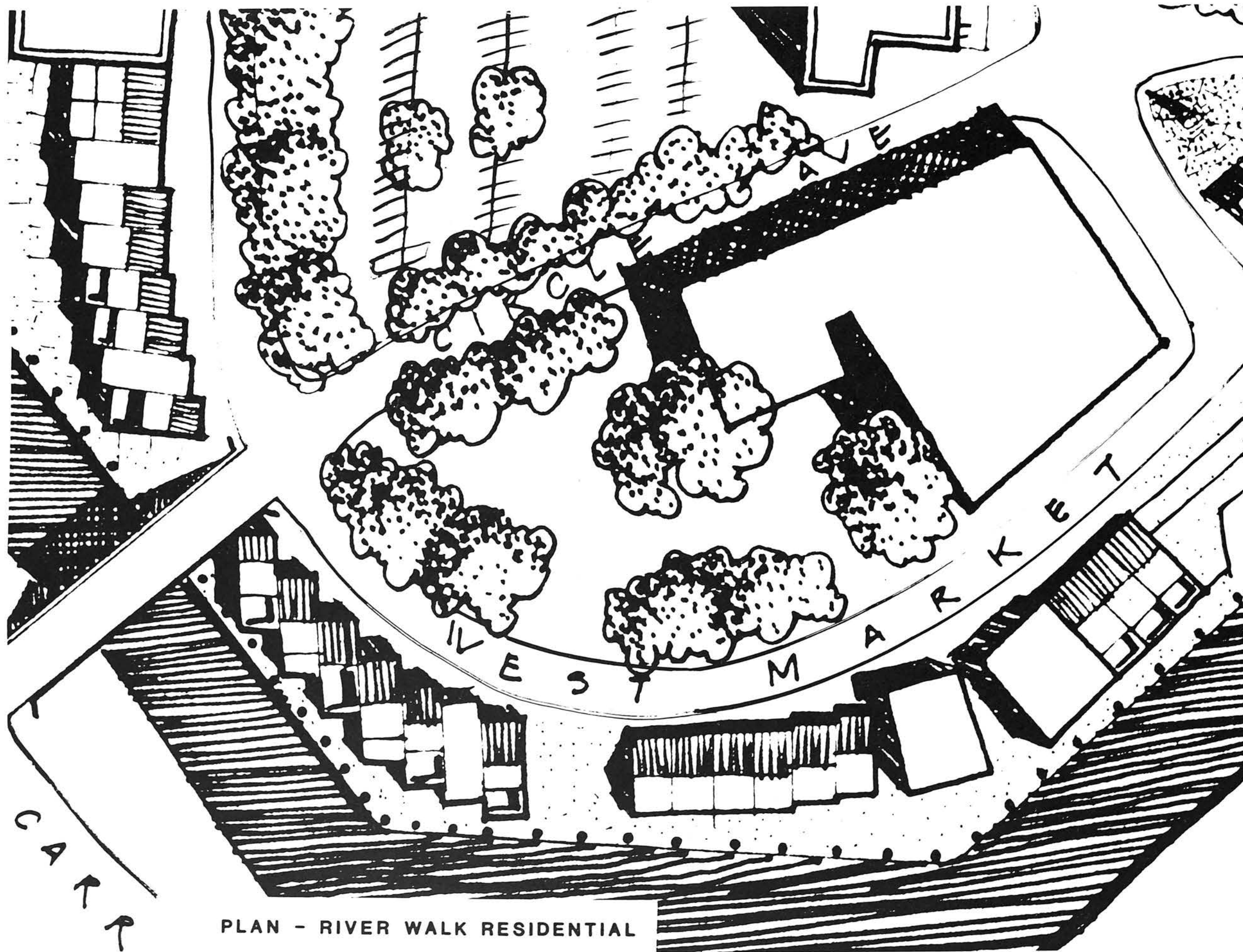
PLAN - RIVERWALK RESIDENTIAL

New residential construction can complement the the already attractive environment of the River Walk, and act as a stimulus of its extension. This development pattern is seen as a continuing fabric of lower scale development which can provide a definitive edge to the southern side of the central business district. Thus a new an extremely attractive image will be created for a new Salisbury.

The location of this residential area is able to take advantage of riverwalk amenity, while having a funtional interrelationship to the employment shopping, and cultural facilities to be found in the core areas. Of note is that the River Walk residential theme is carried along the entire southern edge, extending into the West End.

Also included in this development area are a range of compatible activies including artist workshops and specialized shopping opportunities such as antique store and art galleries





PLAN - RIVER WALK RESIDENTIAL

EXPLANATORY PLAN

A THE PLAZA:

a complex of street level retail and office space, with upper story residential studios and professional offices. Selective streetscape improvements can include a signage, lighting & planting modification program which could be continued along the entire Main Street corridor to the east and west. An inventory of architecturally significant buildings can be developed in conjunction with urban design guidelines. Additional "cut throughs" could be created to provide mid-block access.

B PROFESSIONAL CENTER:

offices for doctors, lawyers, and other professional services. A restaurant/bar could be located on the roof to take advantage of a river view, providing a needed lunch spot.

C CITY/COUNTY GOVERNMENT CENTER:
expanded government facilities including a new jail.

D FACTORY OUTLET DISTRICT:
a full block area with internal parking, expanding the successful activity generated by the Second Best Store.

E NEW HOTEL:
a major hotel and convention center with recreation facilities on the roof deck.

F RIVER WALK:
an expanded riverfront promenade which will ultimately connect the City Park, Downtown and the West Side.

G WARD WILDFOWL MUSEUM:
relocated to Downtown from the college.

H SCULPTURE GARDEN:
an outside display area which connects the Ward Wildfowl Museum to the River Walk. The area can include a small amphitheatre, band and dance area.

I CENTRAL BOAT LANDING:
stop for the river shuttle boat as well as an area for canoe & paddle boat concessions.

J SALISBURY CRESCENT:
a new waterfront development of low rise buildings which can be mixed housing shops, eateries, and studios.

K STATE OFFICE COMPLEX:
an office tower, parking and "urban garden". Street level tower space can be leased for retail use.

L LUXURY APARTMENT TOWER:
a waterfront residential tower (14-20 stories) with street level commercial and retail space. Parking facility to be shared with state office complex.

M ARENA THEATER:
a 350 seat theater for the performing arts. The complex can include a terrace garden, tea room and tavern, all which overlook the river.

N THE WAREHOUSE:
a renovated warehouse for such enterprises as a gourmet grocery, tobacconist, seafood restaurant and bar. Residential or office space can be created on the upper floors.

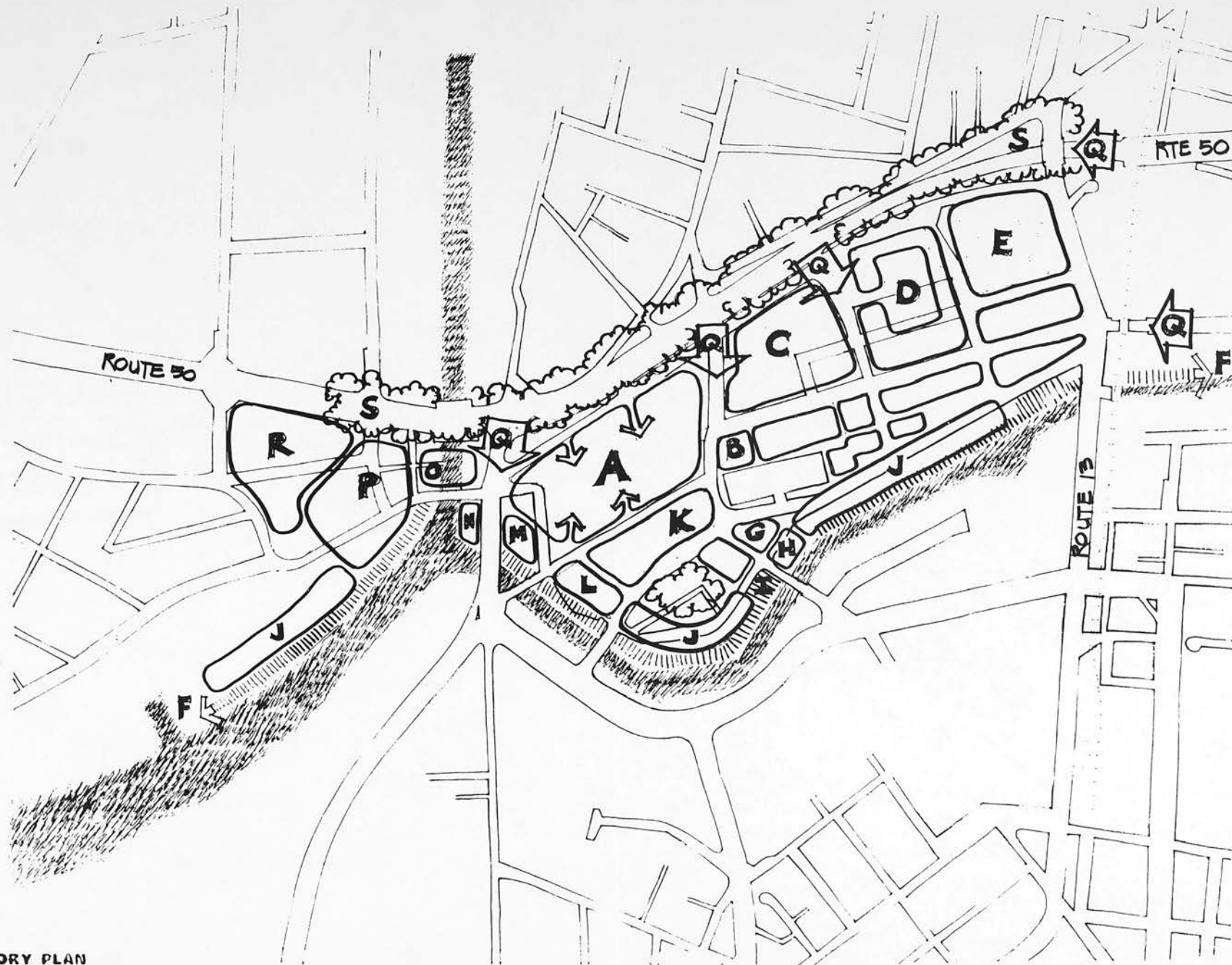
O FESTIVAL SITE:
a partially canopied space for a public market, and special events.

P WEST SIDE RENAISSANCE DISTRICT:
revitalization of business district to include major infrastructure improvements, bulkheading, streetscape amenities and selective building rehabilitation.

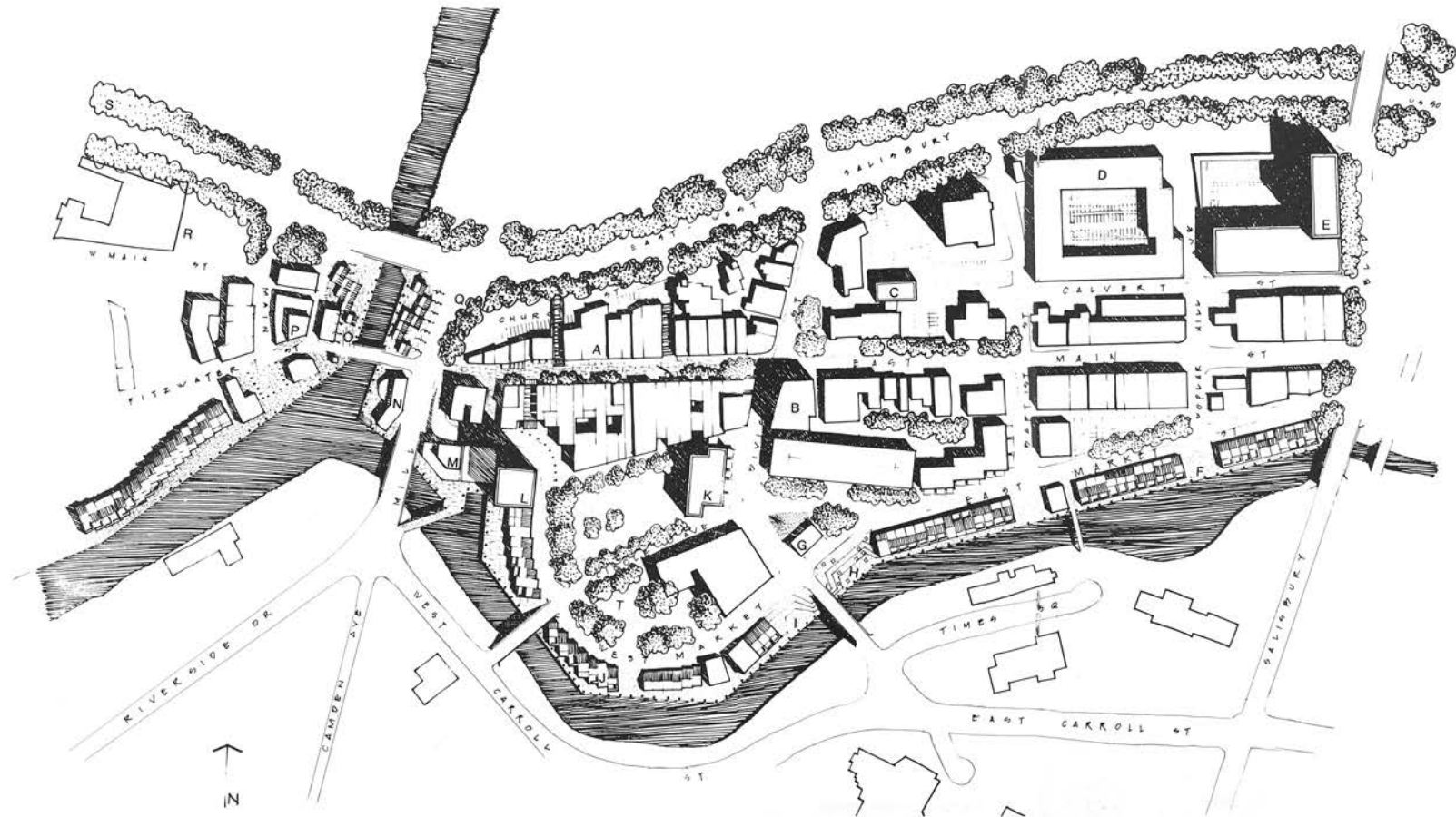
Q GATEWAYS:
accentuation of all major vehicular entries to the Downtown.

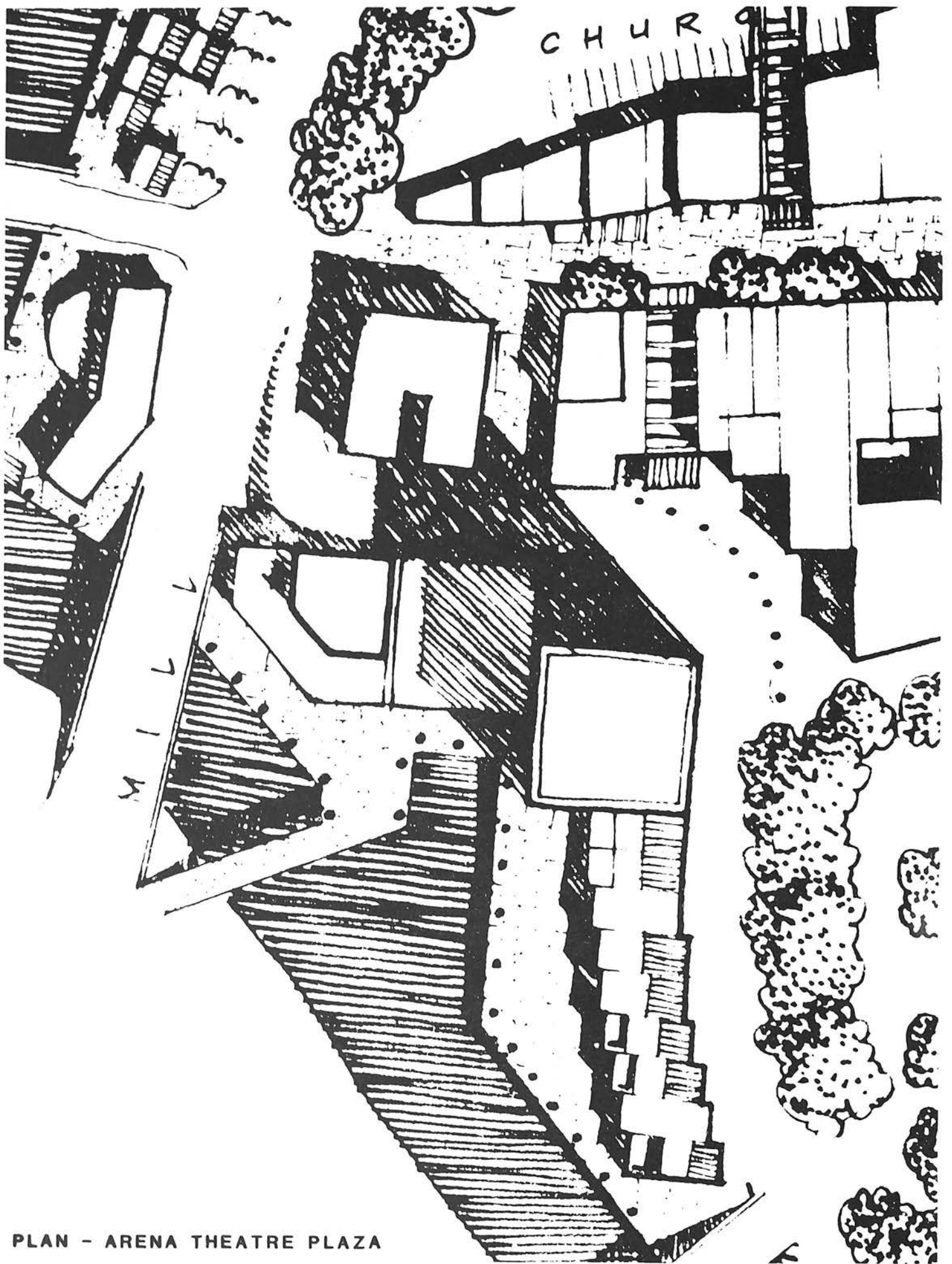
R PERDUE COMPLEX:
screen and "contain" industrial facilities and correct negative environmental factors in order to present an image of Perdue Industries as a positive symbol for Salisbury.

S ROUTE 50 BOULEVARD:
an extensive planting program of rapidly maturing trees to present Route 50 as a boulevard passing through Salisbury.



EXPLANATORY PLAN





PLAN - ARENA THEATRE PLAZA

Aerial from River: Arena Stage Park

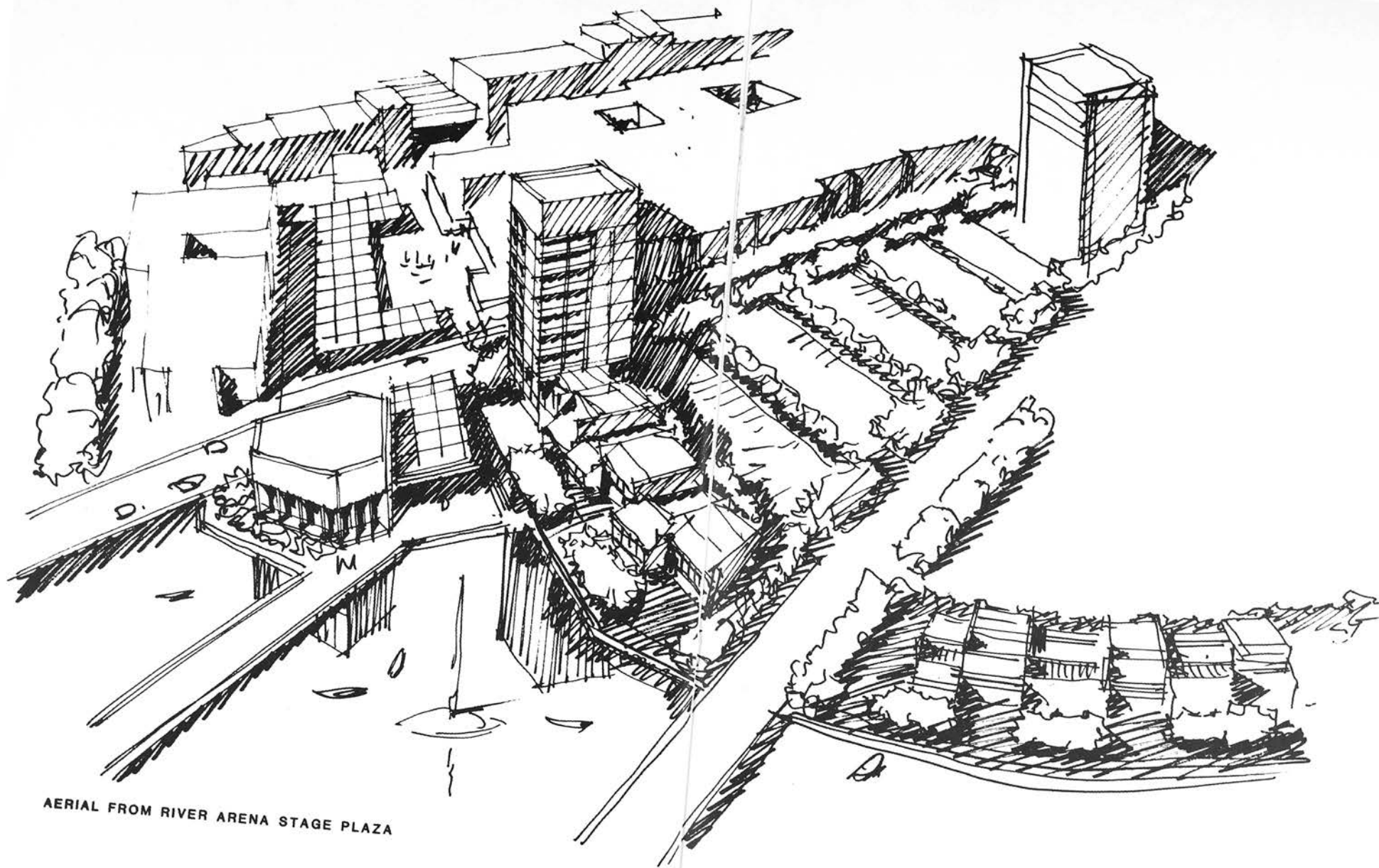
The proposed arena stage park connects a new east-west entrance from Route 50 on a cross axis to the river. It will provide a connection in various land use developments. These uses will be retail, retail infill, a pavillion, a theater, and a high-rise and low-rise residential complex, climaxing at the waterfront, and punctuated with a waterspray fountain.

Plaza buildings will be designed with roof-top atriums which will provide natural light for the upper floor offices, enhancing the visual environment, as well as conserving energy.

Parking facilities will be shared by those residing in the high and low rise housing development, the State Office Building and the Plaza, but will also be oriented to flow towards retail developments.

Such a cross axis will provide a linkage between two of the downtown's key assets: the Plaza and the river.





AERIAL FROM RIVER ARENA STAGE PLAZA

Perspective of Riverscape

Riverscape development will include low-rise residential developments with windows directed towards the river. The design of the development will form a rounded crescent pattern following the river's edge.

Landscaping will enhance and improve the visual appearance of the river, and proper lighting will make the river an enjoyable experience, even at night.

Permanently moored boats could be used for recreational activities such as play areas for children, restaurants, lounges, and galleries. This will restore the area's traditional marine character while adding ways to enjoy the waterfront.

By accentuating and concentrating on a strategy for maximum riverfront development, the Wicomico River might well achieve the commercial and recreational success of San Antonio's Waterfront.





PERSPECTIVE OF RIVERSCAPE

Perspective of Typical Facade Rehabilitation

The drawing represents a way to recall the original character of a previous era of business Downtown and a modified return to that image. The canopies over the ground floor of the commercial buildings provide shading from the sun as well as shelter while shopping during inclement weather. Street lights provide adequate lighting for early evening shopping or late evening strolling and window shopping in the Downtown Plaza.

Fine graphic designs on the walls of the buildings serve to identify each business or professional office and an enjoyable ambience for Downtown. Additional architectural devices such as flags or banners further enhance the attractiveness of the buildings. Various pavement patterns contribute to a special sense of place. Decorative, moulded roof lines are emphasized to capture the Victorian and Colonial style architecture of many of the buildings.

Natural amenities such as trees and planting boxes in the windows of commercial buildings are encouraged. Such attractive

elements, both natural and architectural, serve as a means of attracting people downtown and will be instrumental in establishing a sense of quality rare in Salisbury's shopping centers.



Perspective of Rehabilitated Facades on Route 50

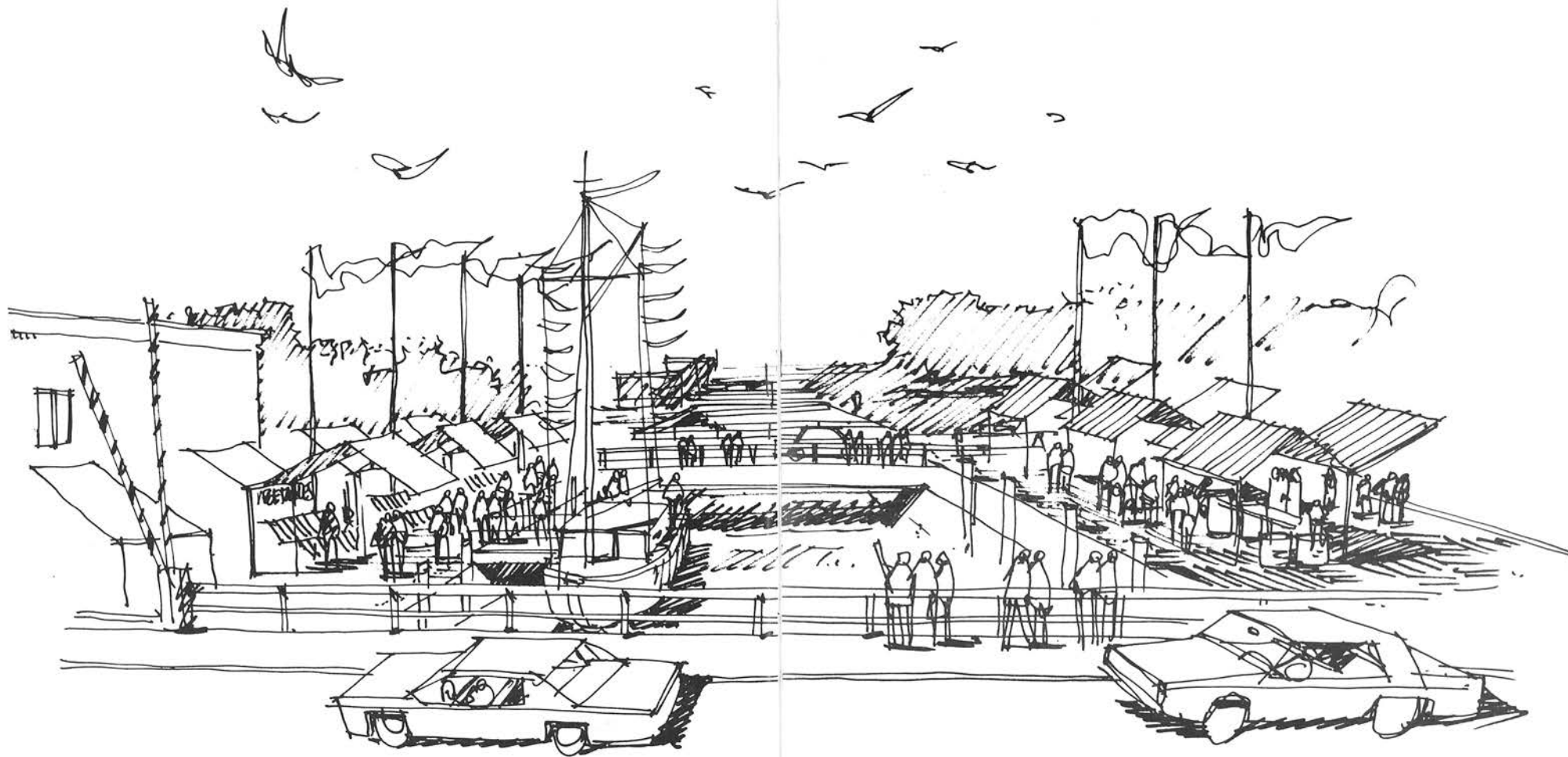
Rear facades of the plaza buildings face the in-coming Route 50 traffic. It is time to improve this dreary image. The proposed design creates a commodious entrance-way to the open space formerly occupied by the burned-out Benjamin's Store.

The design elements along Route 50 would include a large portcochere, attractive illuminated signs, roof deck patios, and attractive trellises and the like. The diverse building blocks would be unified by the application of color, generous landscaping, and handsome graphics.

If such bold action is taken, two major improvements will be generated: First, Route 50 traffic will get a favorable and sympathetic impression of the Plaza, perhaps ultimately resulting in greater commercial activity, and second, a northern terminus for the important cross axis will be accomplished.



PERSPECTIVE OF REHABILITATED FACADE ON ROUTE 50



PERSPECTIVE OF FESTIVAL SITE

Perspective of West Side Entry

Building upon the unique relationship of the bridge and its adjacent buildings, an effort has been made to design a new visual connection to the Plaza by means of fine graphics and unified canopies. The color coordination program interrelates key buildings, the bridge superstructure, the old gatehouse, and the lighting systems.

The uses contemplated for this area include local entertainment and retail, plus food sales to service the nearby residential areas and people from more distant parts of the market area.

New pavement materials, perhaps inexpensive yet attractive combinations of concrete and stone could provide a uniform texture for the Festival Site at the river's edge, along adjacent sidewalks, and for the bridge spanning the two related parts of the Plaza.

By means of the location and use of this site, the former hard edge boundary between the East and West Sides can become a viable link instead.

Festival Area/Market Center Perspective (preceding page)

The development of the festival area outdoor marketing center at the sites immediately adjacent to, and on both sides of, the Main Street Bridge is a major concept developed to create a sense of unity between the East and West sides of Downtown Salisbury.

This type of waterway development would provide a central point of congregation, encouraging and enhancing the prospect of viable retail activities and promoting a more unified sense of community. This particular location for the festival/marketing center would also serve an important function by providing an attractive view from Route 50, and introducing a heightened sense of entry into the downtown area.

By creating a focal point of activity and involvement, with the likelihood of its spreading rapidly along the waterway, the festival/marketing center becomes part of a spine of activity which begins to respond to a variety of community needs: recreation, retail, marketing opportunities, and a central area of congregation.

The dockside atmosphere is envisioned as a festive one, utilizing colorful canvas and stimulating graphics to enliven the proposed market center.





PERSPECTIVE OF WEST SIDE ENTRANCE

SALISBURY'S PROGRAM FOR ACTION

INTRODUCTION

The R/UDAT Team has listened to a wide range of concerned and well-informed citizens. We have consulted their statements, heard their responses to our questions, and made use of our own previous experiences as professionals in various disciplines. We have distilled certain levers for Downtown improvement that appear to us to offer the greatest chance of bringing about new directions. This chapter presents the details of our recommendations for Salisbury's Program for Action.

KEY DESIGN CONCEPTS

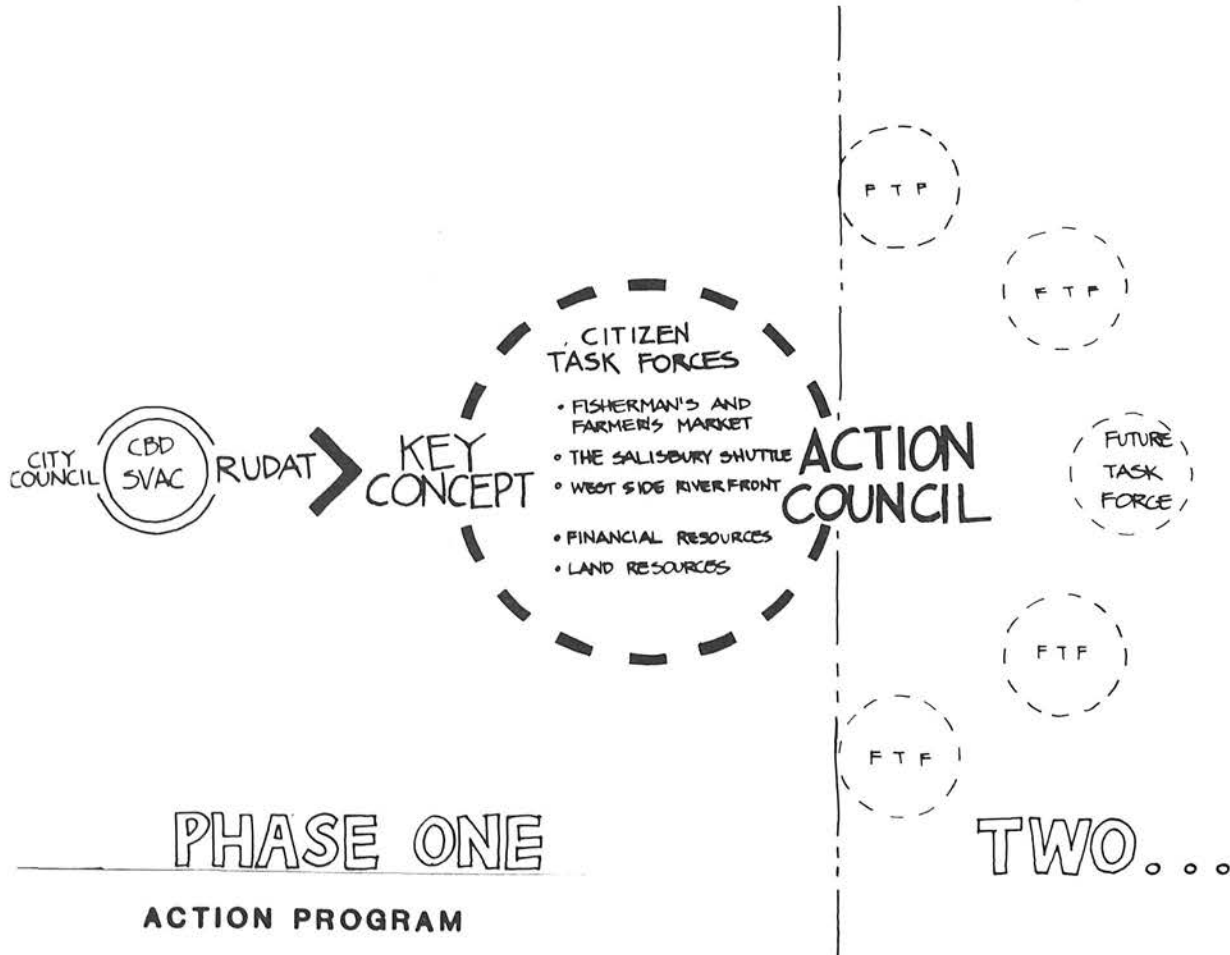
The Team has also been acutely aware that Salisbury has been energetic and progressive in the past, trying to head its own future before it arrived. Salisbury has put in place many of the ideas, such as the Plaza and the River Walk, that are good examples of our current urban design vocabulary. We have been told that de-

spite these imaginative efforts on its own behalf, Salisbury remains disappointed that their effect has not been more rewarding, most especially in the Downtown.

In this light, the first key concept of the Team's proposal is that the Downtown be regarded as one center among a system of centers, each having a specialized function, each complementary to the other.

The second key concept is that Downtown's boundaries be perceived in a different way than they are now. If the deterioration of the West side is permitted to continue, the entire Downtown will feel its bad effects. The Eastern and Western ends of Downtown must bear a more organic relationship to one another.

These two design concepts are fully expressed in the sketch plans and they are to be carried out by three Citizen Task Forces, described in detail in the next section.



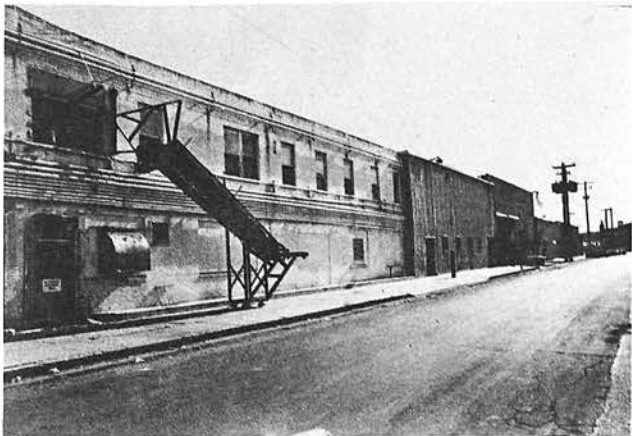
WHAT IS A TASK FORCE?

The members of each Citizen Task Force should be people who want to join in its efforts -- people who are interested in the subject and willing to put in time and energy. All comers should be made welcome, no matter their direct or indirect interest in Downtown or their previous experience. (The only exception might be on what are being called the "financial" and "resource" task forces, where expertise in money and management matters will be essential.) Each Task Force should review and evaluate the kinds of legislative changes needed to pursue its objectives.

Only after each Task Force has felt its way around its problem, identified the resources available, and outlined the kinds of actions it needs to take, will it be ready for any more formal structure.

ACTION COUNCIL

An Action Council is to be composed of citizens drawn from the five initial Task Forces. The Action Council would articu-



late goals, adopt policies, structure implementation stages, and develop any and all procedures that spell greater working efficiency and effectiveness for the ever-growing complement of Citizen Task Forces.

WHY PHASES ONE, TWO, THREE . . . ?

Another key concept behind our recommendations is that the first five Task Forces constitute the minimum effort Salisbury can afford to make if it is to take full charge of its future. The work of each Task Force is related to that of every other. Those Task Forces suggested

for "Phase Two" might even begin their work right away -- we are suggesting a reasonably manageable set of first tasks in order to assure that there will be initial success to build the community's confidence that it can produce results.

That is our final key concept: that Salisbury's citizens adopt an attitude of incrementalism as the basic principle of their Program for Action. Once beginning an effort, as we all know, keeping with it is the most important task and the one hardest to achieve. Objectives should be able to change in response to new ideas, new difficulties, and the inevitable setbacks. Each roadblock can be taken in stride. None of these is an easy task but they should not be made harder by expecting only success and thereby overreacting to failure.

SUMMARY

In summary, the Team suggests beginning energetically but loosely, keeping tabs on the small successes, identifying the risks and reaping the rewards -- with a generous time horizon. After participants have gained some confidence and have a clearer map of their resources a more formal structure can take shape, still based on the idea of gradual evolution, steady and sure.

TASK FORCE FOR THE SALISBURY SHUTTLE

This Task Force will develop the Salisbury Shuttle, a small-scale bus system whose purpose is to bring more people Downtown and forge links between its attractions and the whole community. The Shuttle could, for example, run between the Civic Center/Mall, the Salisbury State College, and Downtown.

The Salisbury Shuttle will be more than a bus system. It will bring to life the idea of Downtown as one specialized center within a system of centers and enable it to build on its unique strengths as a historical, administrative, and business center. Potential real estate developers would quickly see an increased Downtown population, exactly the evidence they need to help them decide to invest in Downtown. People attending events at the Civic Center could readily combine a restaurant visit Downtown, workers at the Hospital

Center might hop the Shuttle for a lunch-time shopping trip, and the 1500 students living at Salisbury State College could finally make their way more easily into the various attractions now there and to come. Each of the other Task Forces recommended here can relate its plans to the Shuttle's operation.

This Task Force starts with the advantage of the community's experience with both the earlier bus system which failed, and with other informal systems which are currently in place. For example, FISH, Inc. is a independent, self-supporting volunteer service devoted to providing transportation services to low-income people for health care visits. Many private and public health and welfare programs are using vans to make their services more accessible. Taxi companies are an important part of this same local system.

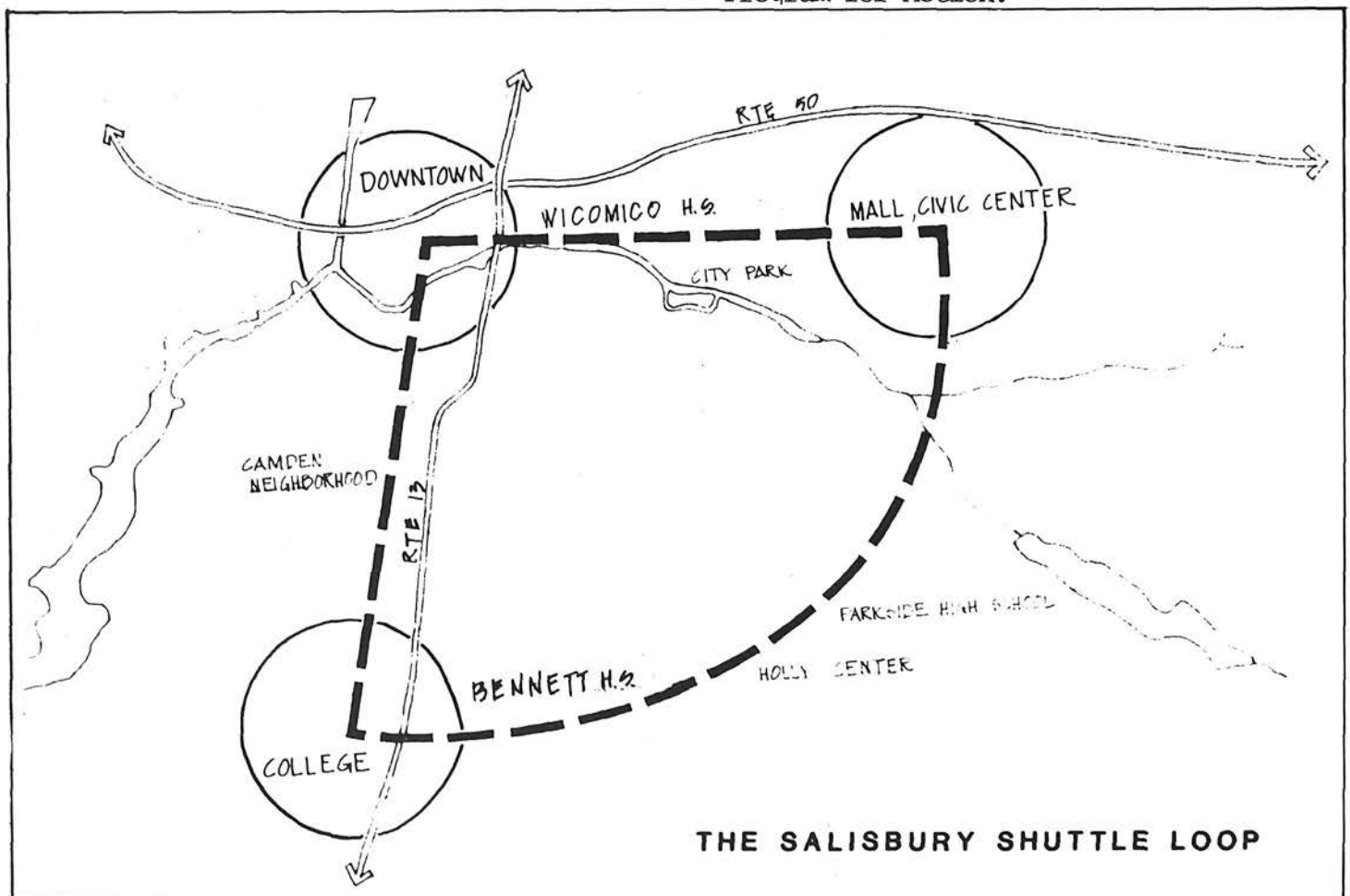
If it is to succeed, the Salisbury Shuttle should be developed on the basis of principles such as these:

—The Shuttle must become an ingrained habit, and it must run on a consistent schedule designed to provide reliable service.

—The commitment to run the Shuttle should be made for no less than about 18 months, in order to test it fairly. An evaluation program should be included from the outset.

—Its scope should remain limited, so the cost of possible and partial failure can be minimized and the rewards of success more rapidly measured. Like smaller systems elsewhere, it could eventually become the backbone of a more extensive system, one tailored to the particular requirements of a low-density city where car ownership is widespread and where private and public van and taxi programs answer many needs effectively.

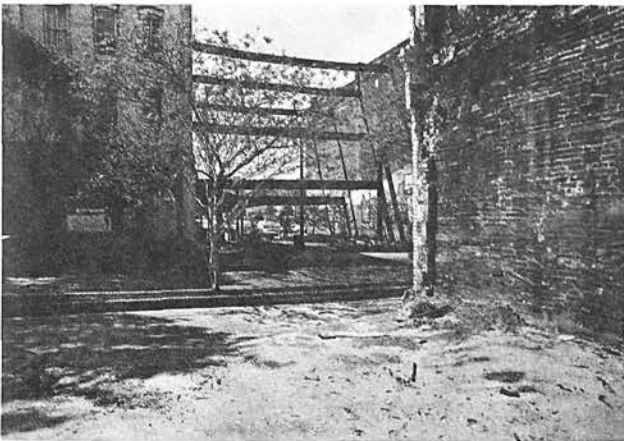
—Bus shelters should be an integral part of the Shuttle's route from the beginning, for if people can't wait out of the rain and snow, the use of the shuttle may become limited. Well-designed shelters could become symbols of Salisbury's Program for Action.



—The Shuttle is linkage of just one kind; bikeway paths which run alongside the River could be another. So are Newtown Fair, a regular Farmer's Market, and outdoor concerts on the Plaza examples of social links needing only imagination and entrepreneurship.



Funding possibilities for the public transit are more abundant today than ever before. Many localities raise their own transit subsidies with a sales tax or a property assessment; the State and the U.S. Department of Transportation are likely sources of transit programs designed to assist in realizing national fuel conservation goals.



TASK FORCE FOR
THE FARMER'S AND FISHERMAN'S MARKET

This Task Force will create a Farmer's and a Fisherman's market in Downtown Salisbury. The Market could be a large, enclosed, year-round space where fresh produce, seafood, meats, and other foods would be sold directly by vendors. The Market could be organized in a series of booths and might also include a flea market.

The Market would provide a new kind of shopping activity and attract a large number of shoppers from all parts of the surrounding region. It could also serve as a needed source for food shopping for residents from adjacent neighborhoods, as well as those in future housing. The Market is one of the first physical development projects for the Western end of Downtown, designed to trigger the physical and economic development of its immediate environs through its potential regional and tourist market.

Several suitable building shells for this activity exist. One of these could be developed at the riverfront, possibly including a boat landing for suppliers. The river should remain a symbol of commerce in a highly visible way.

In order to get underway promptly, the Task Force might select a site, and with the Finance Task Force, secure funding from one of many possible sources (such as revenue bonds, state industrial revenue bonds, Federal grants or loans). At that point, the Task Force should select or even incorporate itself as a developer, acquire and redevelop the site, prepare the necessary management package of lease terms, operations and promotion, and identify and obtain the vendors to occupy the stalls or booths.

A certain amount of venture capital to finance such a facility would obviously be required. While financing might be relatively modest, it would nevertheless be at risk. As a first task in the Program for Action, its possible failure could seriously dampen enthusiasm. Both of these aspects require serious consideration, and should be weighed against potential rewards of the proposal. If successful, the project would be a

major feature of Downtown. Housing investment might find the Market a major selling point--and help Salisbury to meet its objective of bringing more people into Downtown.

TASK FORCE FOR THE WEST SIDE

A task force is needed immediately to implement vital environmental improvements for the West Side portion of Downtown. The initial mission for this Task Force during Phase I will be to focus on three essential projects.

- o The bulkheading of the Wicomico River at the west end of the Downtown.
- o Environmental protection measures for adjacent industrial facilities including an effective visual screen and air cleansing equipment.
- o An initial set of basic infrastructure improvements, including underground installation of utility cables and sidewalk and street refurbishing.

These first projects are critical to bringing the environmental quality of the West Side into conformance with performance standards required by a viable central business district. These projects are essential, not only to the subsequent redevelopment activities in the West Side



area, but also will constitute an extremely important demonstration of commitment to this portion of Downtown. This commitment is an essential ingredient in stimulating and securing other redevelopment initiatives throughout the downtown area.

Another important aspect is that the bulkheading activity will make available land parcels which can be used as a resource for relocation of any West End families or businesses which may be displaced as a result of redevelopment activities.

Preliminary plans have already been pre-

pared for continuation of bulkheading. The Team suggests that these plans be developed into final form in anticipation of funding opportunities which may resemble those used in previous bulkheading projects in the eastern portion of Downtown. These have included State and E.D.A. grants, as well as developer contributions.

In removing this area from the present floodplain a major positive result will be significant value added to the adjacent properties, so the tax increment financing may be a viable financial resource. Resources for industrial environmental protection may include the designation of the visual screen as a capital improvement project to be undertaken as part of the overall redevelopment effort. Also, examples exist where state and local agencies have used the lower interest rates available through public debt instruments in financing specific environmental equipment purchases for individual industries, where such is deemed to result in an overall public benefit. The initial set of infrastructure improvements could also be considered as a high priority capital improvement to be funded as part of the redevelopment effort in this area.

Large capital investment is necessary in carrying out the functions of the West Side Task Force. The Team feels that any effort to improve the environmental quality of this area is not a risk, but a reward. Doing "nothing", that is, not providing environmental protection measures and not providing basic infrastructure improvements would jeopardize the stabilization and physical interaction of the central business district. In other words, Downtown Salisbury would be insecure in every other project undertaken until this basic environmental enhancement is initiated.

TASK FORCE FOR FINANCIAL RESOURCES

The Task Force on Financial Resources would generate funds on an ongoing basis to meet the financing needs of all other task forces.

Because the Financial Resource Task Force is to raise money for other task forces it will maintain close working relationships with other task forces.

All available sources of financial support in both the public and the private sector should be thoroughly developed. Contacts will need to be maintained with local lenders, Federal and State funding agencies and program administrators, the Delmarva Consortium and others.

The Task Force probably will elect to undertake aggressive fund-raising initiatives. For example, a general revitalization bond issue to produce a general pool of funds for future development initiatives by other Task Forces.

Individuals participating on the Financial Resource Task Force might be good salesmen or promoters, they might have specific skills in financial analysis, "grantsmanship", or the preparation of financial prospectus and offering statements.

TASK FORCE FOR LAND RESOURCES

This Task Force will organize a Downtown Development Corporation to plan and implement development projects as determined by the Action Council. The Corporation should have sufficient freedom of action to pursue effective real estate negotiations within the private sector. An entrepreneurial attitude is an essential ingredient, and the Task Force management should possess these skills. In the end, the corporation would be responsible for preparing development parcel "packages" with supporting back-up and prospectus material.

The DDC will undertake only those projects which involve, ultimately the development of revenue producing facilities. Other physical improvements to infrastructure would be left to other task forces. The DDC should be organized as one of the first program elements since a certain amount of lead time for organization and capitalization will be required.

The major City-owned land parcels, including selected parking lot facilities, may be deeded to the DDC as an active land treasury. The Corporation should also be capitalized with an initial amount of seed money which will become a revolving development fund. As projects are implemented, this fund will become self-regenerating with the resulting cash flow.

Lines of authority and responsibility to the Action Council and the City Council should be clearly defined if the Corporation is to function effectively.

Aside from initial seed money, the only contributions which are "at risk" are underutilized land parcels. The major benefit from this effort will be to provide the Salisbury redevelopment process with a new and potentially exciting development tool.

PHASE II TASK FORCES

TASK FORCE FOR REHABILITATION AND RE-USE

The Rehabilitation and Re-use Task Force will investigate and guide the rehabilitation of older building stock in Downtown for appropriate re-use. Using creative re-use approaches paralleled with criteria of economic viability, specific rehabilitation opportunities can be identified. The Task Force could initiate formation of a local resource pool, and other necessary mechanisms to conserve Salisbury's late 19th and early 20th century architectural heritage.

Rehabilitation and re-use techniques, applied to downtown in two separate, but related ways, are important to realizing the Key Concepts. These could break down into two approaches--for the Plaza area and for West Side--each of which addresses the specific problem of its own area but also relates to the other.

By providing a strong traditional "Main Street" image for the Plaza area as the

historical center, rehabilitation and creative re-use can reinforce Downtown as a unique center. It can also strengthen the organic relationship to a rehabilitated West Side, where re-use will be basic to that area's viability, with a unifying theme. In combination, these two facets can be powerful levers for overall economic development by making available Federal tax incentives and sources of funding at no local cost; adding to the attractive space available for professionals and businessmen, as well as cultural and entertainment functions, residents and visitors; and stabilizing the housing base with little or no dislocation.

A rehab/re-use program is well worth getting started. At its best, it can bring new vitality to the area by establishing a strong sense of place and historical context for the area and the city.

It can provide a framework for development of specialized cultural, professional and entertainment activities in the Downtown; and it can assist substantially in improving housing on the West Side at relatively low cost, incrementally, without major displacement of residents and businesses.

TASK FORCE FOR GROWTH MANAGEMENT

The work of this Task Force centers on the details of growth management--the relationships among existing and proposed land uses, the location of the infrastructure that makes growth possible, and the kinds of inducements and incentives available to assure that growth locates appropriately. This Task Force could, for example, provide informed testimony on development issues coming before the zoning board and the city council.

Salisbury's Industrial Park development stands as a model for the kind of enlightened growth management this Task Force could continue. The Team has suggested in its Plan, for example, that Route 50 as it passes through the city should be buffered from the surrounding land uses--heavy plantings and a proposed wall are details intended to assure a more compatible relationship between the highway and Downtown. The spillover effects of the Perdue Plant could be muted by physical buffers. Also, current technology exists that could ameliorate if not obliterate its other environmental impacts.



The future condition of the river banks might provide a major barometer of Salisbury's attitude toward itself. The unique potential of the river along its length has yet to be realized. Incentives could be developed for the voluntary relocation of river-side businesses into the Industrial Park, and new development guided away from the river and into the Park by various disincentives such as high utility connection fees.

TASK FORCE FOR URBAN DESIGN GUIDELINES

The Urban Design Guidelines Task Force, with the help of a professional consultant, will guide and prepare urban design standards for all Downtown projects. These standards, including revised or additional zoning and building code provisions, will be the "quality controls" for the physical environment.

Quality control through standards and guidelines can support realization of the Key Concepts by reinforcing Downtown as a special center and encouraging a stronger east-west linkage.

Urban design guidelines and controls present a special kind of dilemma. On the one hand, an inadequate or non-specific code can fail to achieve the necessary quality control; on the other hand, an overly restrictive set of standards can inhibit development by becoming unworkable, by adding prohibitively to development costs, or by increasing the level of bureaucracy involved in the development process. Finding a middle ground on which compatibility and good design can be enforced without unnecessarily limiting creativity in design or program is crucial.

Ideally such guidelines will contribute to an improved Downtown environment by reinforcing its special character and rehabilitation activities, bringing about land use compatibilities, and making the area uniquely attractive.

TASK FORCE FOR MANAGEMENT IMPROVEMENT

The Management Improvement Task Force will assist local merchants and other businessmen to improve the necessary management expertise to bring Salisbury businesses "up-to-speed" in the latest state of the

art in their respective industries. It will generally function alongside but independent of other redevelopment activities, and may play a key role where relocation of existing businesses is required by specific redevelopment projects.

The development of this Task Force can draw from a great many existing local resources, including Salisbury State College and the Wor-Wic Community College; the Chamber of Commerce, Downtown Merchants Association, Rotary and other business associations and civic clubs; executive management of major local and out-of-area corporations; and the range of state-federal assistance agencies such as SBA and OMBE.

The Task Force should attempt to develop a structured program for business management assistance. Such a program could initiate outreach efforts to make existing assistance programs more widely known and accessible throughout Downtown. Other programs could include seminars and industrialized consultations with industry-wide experts brought in for this purpose.

Although some financial outlay could be necessary for operational expenses and occasional consultation fees, it would be minimal, and would probably be highly cost-effective, since its long and short term results could be significant to economic development.

A Management Improvement Task Force could provide specific, short term solutions to individual business problems. But more significantly, it could provide invaluable long term security and financial viability for local businesses and, as a result, for Downtown as a whole.

TASK FORCE FOR CAPITAL IMPROVEMENTS

This Task Force will specifically address non-private urban design issues such as backs of buildings, cut-thru's, landscaping, street furniture, pedestrian treatments, child care facilities, indoor public space, traffic strategy and signage, and parking issues. The Task Force should complement and support ongoing development projects in the private sector, and provide for coordination of private needs with public improvements. Attention should be given to capital improvements and private and semi-public programs.

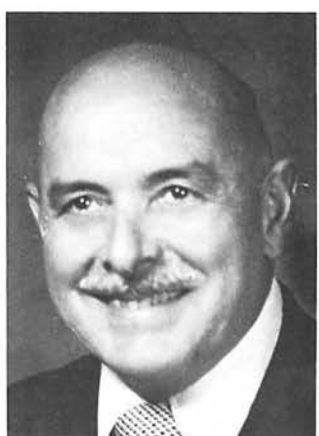
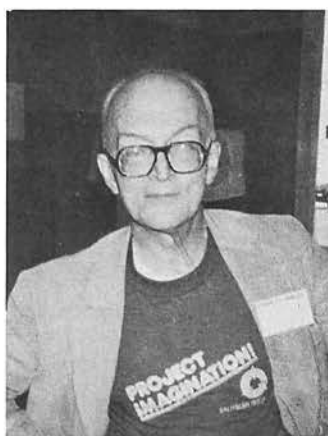
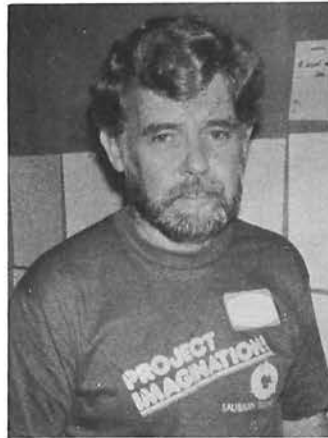
This effort will provide important support for other Phase II "Systems & Management". Task Forces in triggering private initiative and the results of these efforts will also provide visual evidence of city commitment to the private sector, fill gaps left by private/semi-public initiatives for so as to insure a cohesive end product.

The Task Force should draw upon the resources of the Chamber of Commerce, Merchants Associations, Garden Club, and other civic improvement organizations.

Other "in-place" resources include normal city landscape maintenance programs, and the City Capital Improvements Program.

These efforts can be done incrementally, so that initial outlay need not be overly large, minimizing risk. The key benefits include triggering private investment and improved civic appearance and civic pride which will make Downtown attractive to all groups.





**PROJECT
IMAGINATION!**



SALISBURY/RUDAT



SENIOR TEAM

Bernard P. Spring, FAIA
B.A. - University of Pennsylvania
M. Arch. - M.I.T.

An architect, educator, and consultant, Bernard Spring has been widely recognized in the architectural profession for his extensive work in urban studies, energy conservation, and building technology. A native of New York, he heads the School of Architecture and Environmental Studies at the City College of New York and has a broad background of teaching at M.I.T., Princeton University, the Cooper Union, the Royal Academy of Fine Arts, as well as at schools in Denmark and Copenhagen. His professional background also includes work with the firm of Davis & Brody Associates, Perkins & Will, and a range of consultant work for the Ford Foundation, HUD, Weyerhaeuser and other organizations.



Peter Hasselman, AIA
B.S. Architecture -- University of Illinois

An architect and urban designer, Peter Hasselman is a principal in the firm of Whisler-Patri in San Francisco, California. He is currently the Co-Chairman of the National R/UDAT program, and has participated significantly in seven previous R/UDAT studies. His previous professional experience includes work with Skidmore, Owings & Merrill, as well as work as a solar design consultant with the AIA Research Corporation in Washington, D. C. A periodic author and editorial cartoonist, he has also been recognized for his contribution as a part-time teacher and critic at Catholic University, Harvard University, and the San Francisco Center for Architecture and Urban Studies.



Michael Painter, ASLA
B.S. - University of California Berkeley
MLA Urban Design - Harvard Graduate School of Design

A landscape architect and urban designer from San Francisco, California, his firm, Michael Painter & Associates has been widely recognized for work in urban planning, and has been the recipient of over 40 design awards. His previous professional experience includes work with Lawrence Halpin & Associates and John Carl Warneke & Associates. Actively involved in many aspects of architectural practice, he is a member of the San Francisco Planning and Urban Research Association, and the American Society for Landscape Architects.



Wayne Lemmon
B. Arch. - Cornell University
M. Urban Planning - City College of New York

A senior associate with the "Economics Research Associates", Wayne Lemmon has been engaged in several community redevelopment projects, and has conducted a wide variety of research on the subject of neighborhood business district revitalization.

As an economist, he has had considerable experience in the area of feasibility and impact analysis and its relationship to redevelopment strategies.



Charles B. Zucker
B. Arch. University of Illinois
M. Arch. Princeton University

Charles Zucker is currently Assistant Director of the Design Arts Program of the National Endowment for the Arts, a program which offers grants to individual designers, non-profit organizations and governmental bodies.

Mr. Zucker's professional experience has blended teaching, research, and practice with his interest in architectural design, housing, land use planning, and graphics.



Gay Crowther
B.A. - Geography - Bernard College, Columbia University
B.L.A. - City College of New York

A registered landscape architect in Annapolis, Maryland, Gay Crowther and her firm, Crowther & Zucker Design, are actively involved in architectural practice. Her scope of work ranges from residential landscaping, to commercial, as well as park master planning.

She is currently writing an article, evaluating local zoning policies with relationship to historic development patterns.



M. David Lee AIA
B. Arch. University of Illinois
M. Arch. in Urban Design-Harvard Grad. School of Design

A principal in the Boston Architectural firm of STULL Associates, David Lee has been extensively involved in architectural education, urban design, and related architectural work for over 12 years, serving as a lecturer and consultant in various parts of the U.S., Cuba, and France.

While holding a joint appointment in Planning and Architecture at MIT, he has served as a visiting lecturer at various schools of architecture including Yale University, Harvard University, the University of Pennsylvania, and Rhode Island School of Design. Mr. Lee is currently involved, in Urban Design and Architectural Coordination of Boston's Southwest Corner Transportation Project.



Joseph Dennis
Bach. of Civil Engineering - Georgia Institute of Technology
MBA - Harvard University

Vice President of the Croh Brothers Development Company, Joseph Dennis is a certified general contractor and a registered real estate broker in the state of Florida.

Mr. Dennis has an extensive background in large-scale land development, with an emphasis on single family sub-division, planned unit development, and retired community development.



Constance Perin
A.B. - University of Chicago
MCP - University of Pennsylvania
A.M. - University of Chicago (Anthropology)
PhD - American University (Anthropology)

An anthropologist from Cambridge, Massachusetts, Constance Perin has conducted substantial research on human behavior as it relates to environmental design, and is the author of various books on the subject of social change, land use, and design for human behavior. Ms. Perin has been active as a consultant for various groups, including the U.S. Public Health Service, A.I.A., the Potomac Institute and the National Research Council. She has served as a visiting lecturer at a number of schools including the University of Wisconsin, & Michigan State University.

ASSOCIATES



Beth Bosserman
Tampa, Florida

B.A. French, concentration: Geography -- Salisbury State College
Beth Bosserman has participated as an intern with the Salisbury/Wicomico County Planning & Zoning Commission and plans to pursue a Masters Degree in Urban Planning.



Daniel Buehler
South Amboy, New Jersey
B. Arch.--VPI & SU

Daniel Buehler has worked with preservation design projects with the Ehrenkrantz Group in New York, and is interested in building conservation technology.



Joseph Chang
Washington, D.C.
B.S., Architecture--Georgia Institute of Technology
M.A., Urban Design--Catholic University

Joseph Chang is currently working with Richard Stauffer Associates in Georgetown, Washington, D.C., primarily engaged in Preservation and Renovation.



Jeffrey Chusid
Berkeley, California
B.A., Architecture--University of California, Berkeley

Jeff Chusid is Assistant Director of the Association of Collegiate Schools of Architecture and the editor of the JAE. He is pursuing an M/ARCH with a concentration in Design Methods.



Mary Dyson
Great Mills, Maryland
B.S. Geography--Salisbury State College

Mary Dyson plans to continue her education with an Urban Planning Concentration. She has served as a consultant to Henson Aviation on their regional Airport Passenger Survey, and worked for the Federal Government.



Nancy Noyes
B.A., Urban Design--Vassar College

Nancy Noyes is an independent consultant in the area of Historic Preservation. She has worked for the U. S. Commission of Fine Arts, taught at USDA Grad School, and engaged in a variety of projects involving organizing, writing and design for public and private groups.



Ernie Olds

Salisbury, Maryland

B. Arch--VPI & SU

Ernie Olds is interested in the range of design from Urban Planning through Architecture to Graphic Design. He has worked in the construction trade and traveled extensively abroad.



Scott Parker

Salisbury, Maryland

B.L.A.--University of Georgia

Scott Parker is interested in an Urban Design concentration. He plans to work in the Boston, Massachusetts area.



Willie Spencer

Martinsville, Virginia

B.S., Building Construction Technology--University of Maryland

Willie Spencer has a special interest in Construction Management and plans to pursue a Masters degree in Civil Engineering.



Kimberly Stanley

Myrtle Beach, South Carolina

B.A. Architectural Design--Clemson University

Kimberly Stanley is the vice president of the Association of Student Chapters of the AIA. Her plans include a Masters degree in Architecture, concentrating in Health Care facilities planning and design.



John Van Fossen

Salisbury, Maryland

B.S.--Salisbury State College

B. Arch.--University of Maryland

John Van Fossen is an architect practicing in New York, New York. He has also taught in the Wicomico County Schools.



Marsha Young

Baltimore, Maryland

B.S. Mental Health--Morgan State University

Marsha Young is currently an intern for the Maryland State Department of Transportation and plans to pursue a Masters degree in City and Regional Planning to be completed in 1980.

FINANCIAL SUPPORT, MATERIALS AND SERVICES

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E. S. Adkins & Co. -- Display Boards
Atlantic Litho, Inc., Rehoboth Beach, DE -- Printing of Report
Baltimore Sun -- News Coverage
Bay Shore Chapter, National Secretaries Association -- Secretaries for Typing
Bayland Aviation -- Airplanes
Bendler Realty -- R/UDAT Headquarters Office Space
Booth & Somers -- Furnishings & Equipment
Castleberg's Jewelry -- Tape Cassettes
Chesapeake Bay Chapter, AIA -- Reception for R/UDAT Team
City of Salisbury, Public Works Employees -- Moving of Equipment & Clean Up
City of Salisbury, City Engineer -- Equipment, Automobile
Daily Times -- News Coverage & Printing of Questionnaire
Delmarva Advisory Council -- Furnishings
Delmarva Business Products, Inc. -- Copy Machine & Paper
George, Miles & Buhr -- Furnishings, Equipment & Supplies
Gourmet Shack -- Refreshments
Kathy Gurley, Eiseneers, Ltd. -- Poster Competition
Avery W. Hall Insurance Agency -- Typewriters
IBM Corporation -- Typewriters
Ralph Lashley -- Catering for R/UDAT Headquarters
Michael Layshock, AIA -- Blue Print Machine
Bud Lewis -- Photography
Lorraine MacKinnon, Board of Education -- Poster Competition
Malone & Williams -- Equipment
MorganCleary/A Creative Company -- Public Relations & Design
Oliphant Chevrolet -- Automobile
Pepsi-Cola Bottling Co. -- Refreshments
Planning & Zoning Commission -- Equipment and Reference Material
Rollins Outdoor Advertising -- Billboards & Signs
Salisbury Area Chamber of Commerce
The Salisburian Magazine -- News Coverage
Salisbury Area Chamber of Commerce -- Office Space & Equipment
Salisbury Steel Products -- Computer Tabulation of Questionnaire
Sheraton Inn of Salisbury -- Lodging
Shore Appliances -- Refrigerator
Renee Smith -- Catering for Meetins and Mayor's Reception
Kathy Timmons, Hess Apparel -- Poster Competition
WBOC-TV -- News Coverage & R/UDAT Film
White & Leonard -- Supplies
WICO Radio -- News Coverage
Wicomico County -- Electrician
Wicomico County Committee, Maryland Historical Trust -- Projector
Ray Winder/Earl Church -- Bus
WJDY Radio -- News Coverage
WKHI Radio -- News Coverage
WMDT-TV -- News Coverage
Woodridge School for Secretaries -- Secretaries for Typing

COMMUNITY SUPPORT GROUPS

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Merrill Berhans*
Oscar Carey
Verdin S. Cantrell
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Merrill Burhans, Planning Office
Ginny Cleary, MorganCleary
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John L. Graham, George, Miles & Buhr
Charles Hanley

Finith Jernigan, George, Miles & Buhr
Robert L. Kiley, SWED
Michael R. Layshock, AIA
Rita Morgan, MorganCleary
Ronald S. Ryner, Maryland Society AIA
John C. Somers, Jr., Booth & Somers
Dave Stein, Salisbury Steel Products
Ray Winder, West Side Representative

GOVERNMENT OFFICIALS

CITY Mayor Elmer F. Ruark
City Council -- W. Paul Martin, President
Robert A. Powell, Vice President
Verdin S. Cantrell
Norman H. Conway
Samuel S. Seidel
Patrick Fennell, City Executive Secretary

COUNTY County Council -- Victor H. Laws, President
Bruce W. Ruark, Vice President
Emerson C. Holloway
Harry Hopkins
Betty K. Gardner
Matthew Creamer, County Administrator

*Ex Officio Member

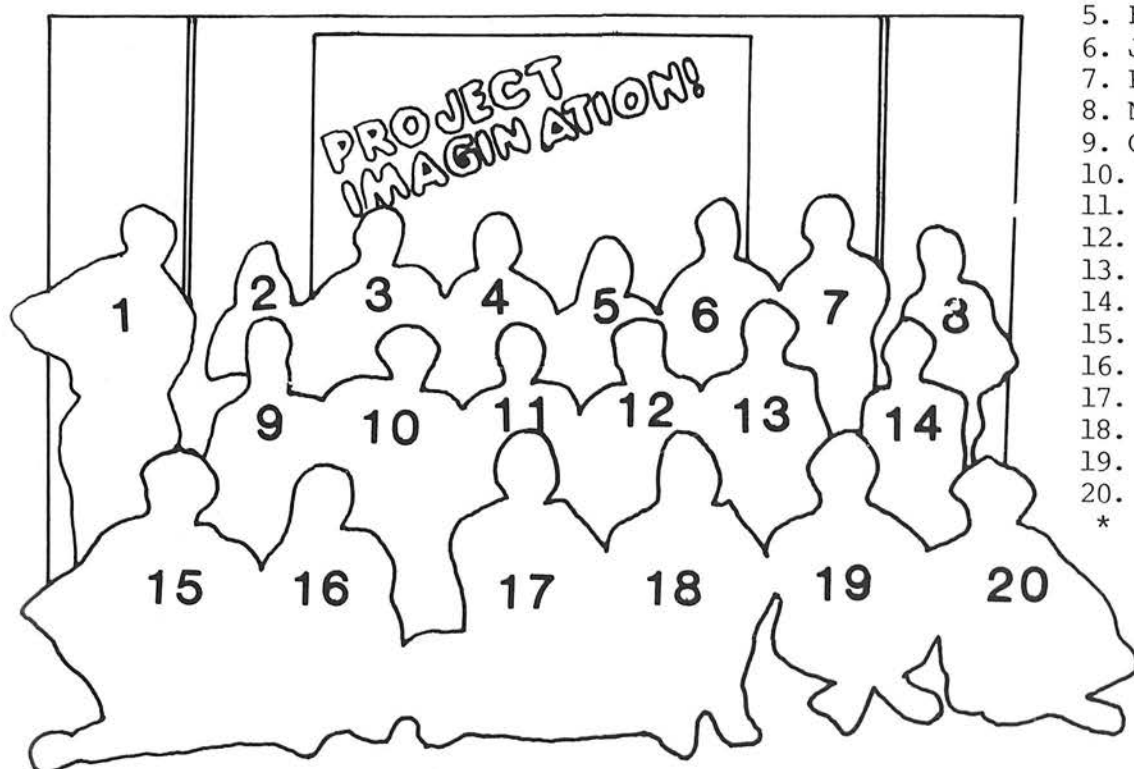
INTERVIEW PARTICIPANTS

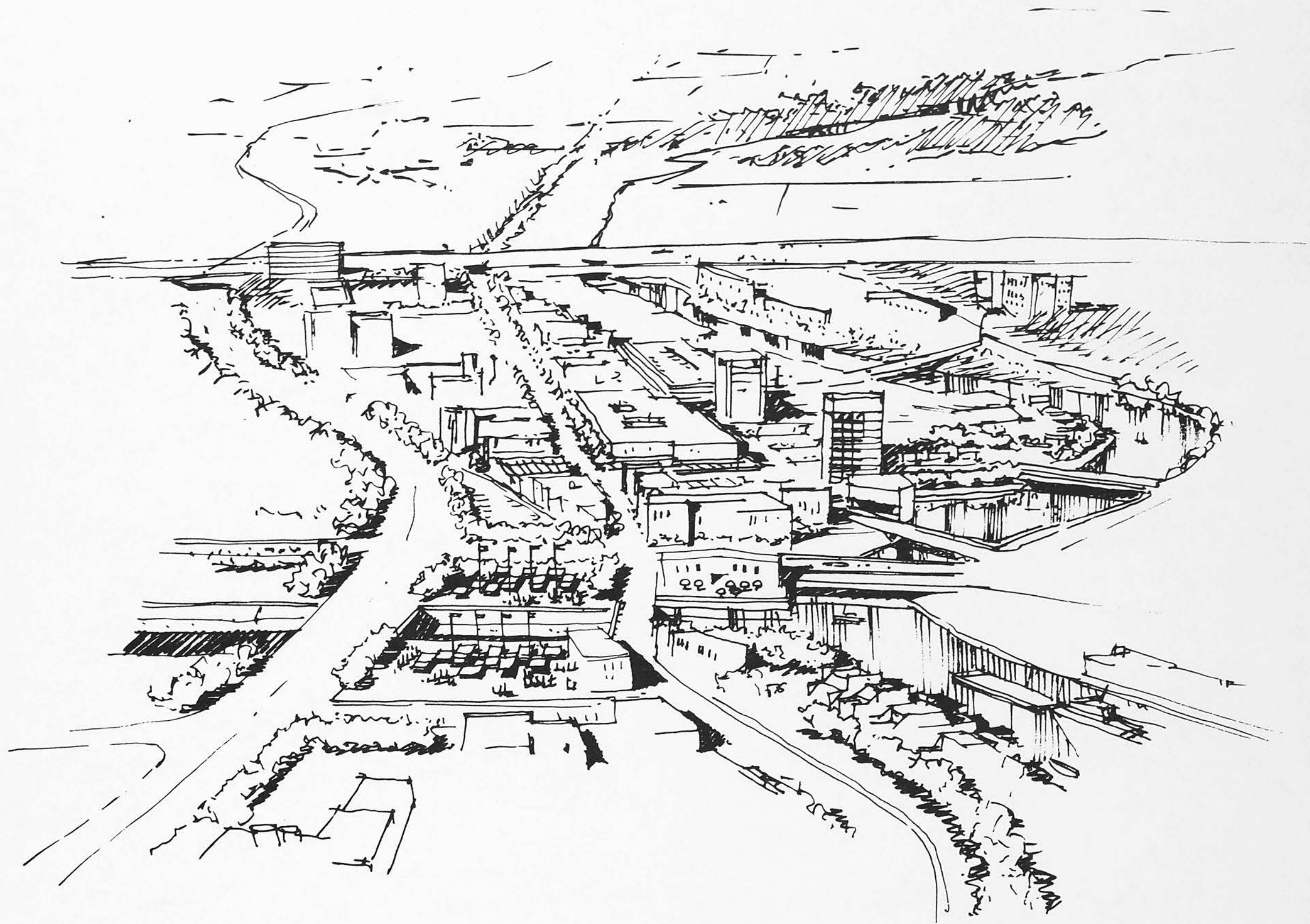
Victor Laws	County Council
Betty Gardner	County Council
Emerson Holloway	County Council
John Somers	Planning & Zoning Commission
Corinne LesCallette	Planning & Zoning Commission
Charles Clarke	Planning & Zoning Commission
S. Norman Holland, Jr.	Salisbury Chamber of Commerce
G. Barton Middleton	Salisbury Chamber of Commerce
Palmer Gillis	Jaycees
Walter Maizer	Jaycees
Dr. Verdin S. Cantrell	City Council
Sam Seidel	City Council
Robert Powell	City Council
Norman H. Conway	City Council
Rev. Clarence Burke	New Directions Organization
Dana Jones	New Directions Organization
Bob McFarlin	Historical Trust Representatives
Richard Cooper	Historical Trust Representatives
King Burnett	Historical Trust Representatives
Gail O'Donovan	Downtown Property Owner
Courtney Stevenson	Downtown Property Owner
Hamilton Fox	Attorney
Jane A. Schwemlein	Community Member
Pat Fennell	City Executive Secretary
Virginia Sillers	Realtor
Bill Livingston	State Planning Department
Rev. Harry Johnson	Minister, St. Peters Church
Ed Patterson	President, Downtown Merchants Assoc.
William Postles	Salisbury Clearing House
Jack Webb	Greater Salisbury Committee
Gordon Gladden	CCDC
John Stevens	Peninsula General Hospital
Martha Graham	Newtown Association
Jerry Koppleman	Former Retailer (South Salisbury Blvd.)
Ann Purnell	Wicomico Garden Club
Julia Foxwell	West Side Business Interest
Katrina Purnell	Community Member
Robert Rosing	Dept. of Geography and Urban Planning
	Salisbury State College
Calvin Thomas	Dept. of Geography and Urban Planning
	Salisbury State College
Chapman McGrew	Dept. of Geography and Urban Planning
	Salisbury State College



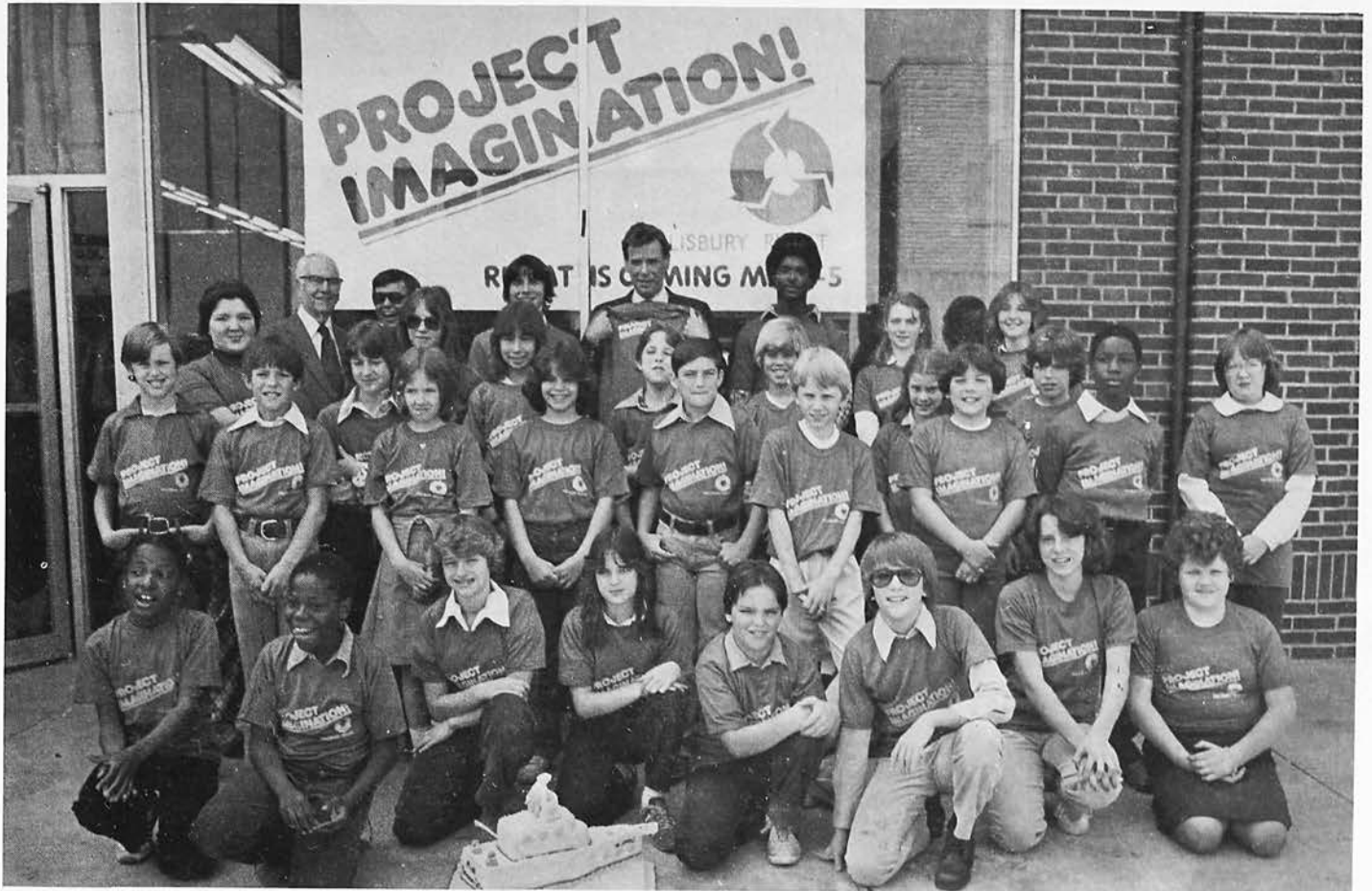
For R/UDAT Team Photo:

1. Joseph Dennis
2. Gay P. Crowther
3. Joseph Chang
4. Willie A. Spencer
5. Beth Bosserman
6. Jeffrey M. Chusid
7. Peter Hasselman
8. Nancy Noyes
9. Charles B. Zucker
10. Wayne Lemmon
11. David Lee
12. Bernard Spring
13. Michael Painter
14. Constance Perin
15. John Van Fossen
16. Kimberly Stanley
17. Daniel Buehler
18. Scott Parker
19. Ernie Olds
20. Marsha Young
- * Mary Dyson-not shown





AERIAL LOOKING WEST



Maryland Governor Harry Hughes (center, back row) joins Salisbury Mayor Elmer Ruark (back row, left) and Chamber of Commerce Director G. Barton Middleton (sunglasses) and children from Wicomico County schools who participated in Project Imagination, part of the promotion for Salisbury's R/UDAT study.

PROJECT IMAGINATION!



SALISBURY/RUDAT

This is only the beginning . . . carry on!