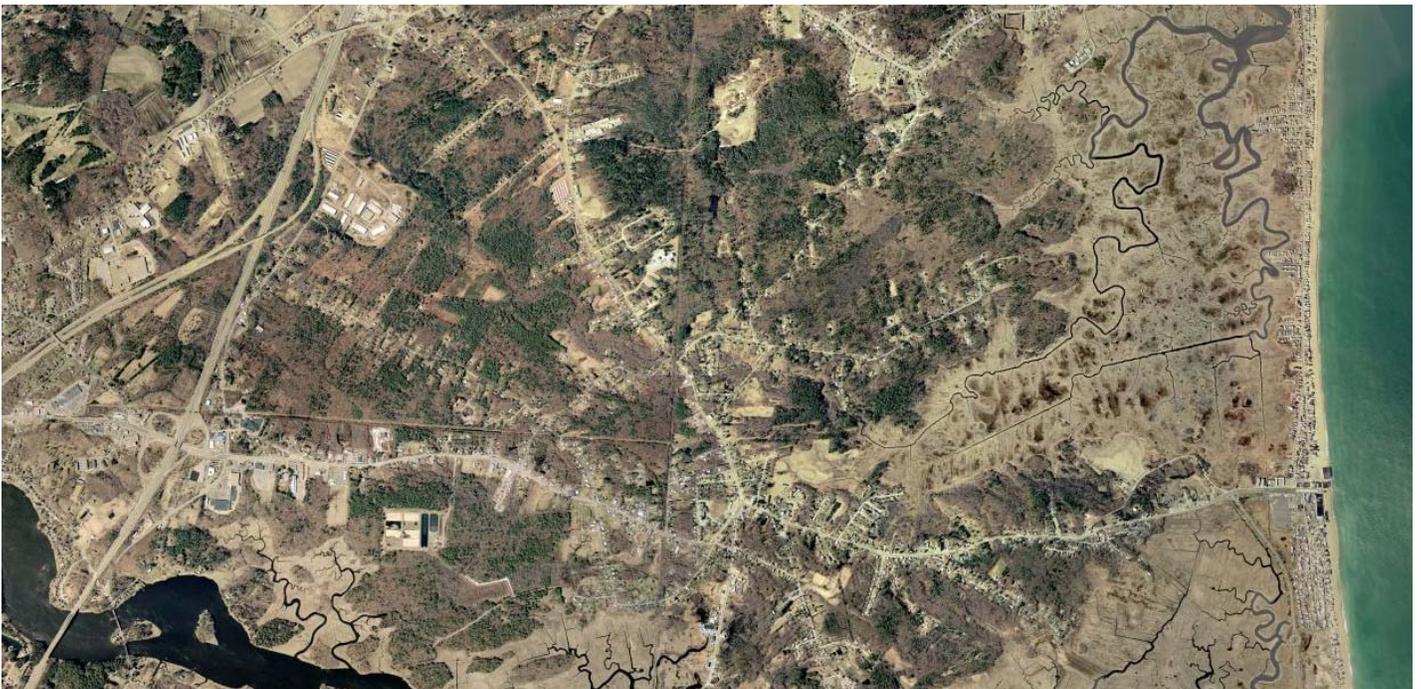


MASTER PLAN

Volume 1: EXISTING CONDITIONS AND TRENDS

February 2008



SALISBURY, MASSACHUSETTS

Consulting Assistance by
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SALISBURY'S PLANNING CONTEXT

Land and Location

The Town of Salisbury, Massachusetts, with a population of nearly 8,200, is located about 40 miles north of Boston in Essex County, commonly known as the “North Shore”. It is bordered on the north by Seabrook, New Hampshire, on the east by the Atlantic Ocean, on the south by the Merrimack River and the City of Newburyport and on the west by the Town of Amesbury. It encompasses an area of 17.84 square miles with 15.43 square miles of that total as land area.

Salisbury's distinctive inland and coastal landscape features were instrumental in shaping the history of the community from the earliest Native American use of the land to the 19th century farming and later resort activities along the miles of beach front. Salisbury is home to confirmed Native American sites over the last 3,000 years and it is presumed that there are Contact period sites from the 1500s or early 1600s along the Merrimack River, an inland transportation route. Native Americans that lived in this region were part of the Pawtucket group, locally called Penacook or Pentuckets.¹

On September 6, 1638, Secretary of the Massachusetts Bay Colony, Simon Bradstreet, received an agreement from Governor Winthrop and the General Court giving him and eleven other men the right to begin a plantation north of the Merrimack River. This land grant included the towns of Amesbury and Merrimac, Massachusetts as well as the New Hampshire towns of Seabrook, South Hampton, Newton, Hampstead, Plaistow and Kingston. Originally named Colchester, the Town was incorporated as Salisbury in 1640.² The first meeting house was built circa 1639 at Salisbury Green,³ a community open space that still endures today.

Agriculture, particularly the production of hay and corn and animal husbandry, were the mainstay of the economy into the early 19th century along with the ancillary grist mills and slaughter houses, of which eight were reported in 1791. Early industries included lumbering (saw mills), a major ship building industry at Salisbury Point and fishing which remained viable until after the War of 1812 when small ports such as Salisbury and Newburyport gave way to larger shipping areas along the New England seacoast. Maritime industries were replaced by textile manufacturing which harnessed the waterpower of the Powow and Merrimack Rivers.⁴

Salisbury Manufacturing Company's first woolen mill opened in 1812 and had three mills by the 1830s. Most of the textile industry was at Salisbury Mills at the Powow River which eventually was annexed to Amesbury along with Salisbury Point and the rest of Salisbury's West Parish. Small boat building, carriage making and shoe and hat manufacturing

¹ Salisbury Reconnaissance Report, 2005

² Draft-Salisbury Open Space & Recreation Plan, 2006

³ Salisbury Reconnaissance Report, 2005

⁴ Salisbury Reconnaissance Report, 2005

contributed to the economy into the late 19th century with carriage and hat manufacturing emerging as significant industries at the turn of the 20th century. The shoe industry was sustained in Salisbury into the mid-1900s with Kristine Shoe Company and Sandlee-Goodman Shoe Company.⁵

In the late 19th century, the oceanfront became an object of interest to people who lived in the bustling mill cities along the Merrimack River. Salisbury Beach became a resort town with hotels, summer cottages and an early amusement park. Some of the early “thrill” rides, such as the Dodgem Car, debuted at Salisbury Beach. The town welcomed its first rollercoaster in 1888, an attraction bolstered by the advent of electric trolleys. Burgeoning crowds fed construction of more rides and a surge of vendors soliciting everything from food to spiritual guidance. That basic formula gave Salisbury a magnetic quality that continued to draw substantial crowds until finally ebbing in the early 1980s.⁶

Early transportation routes followed Native American trails along the east-west Elm Street and the north-south Ferry Road and Seabrook Road. Water travel played a significant role into the 19th century. Ferry boats crossed the Merrimack from Newburyport to Carr Island and Ring’s Island until the end of the 18th century when the Essex Merrimack Bridge (to Amesbury) and the Newburyport Bridge (Bridge Road) were built over the Merrimack. Bridge Road (Rt. 1), a major north-south route was laid out in 1804 connecting Boston with New Hampshire. The Eastern Railroad line arrived in Newburyport in 1840 and was extended to Salisbury soon thereafter. In 1847-48 a spur led from this line to Salisbury parallel to Elm Street. And by 1890 Salisbury’s villages were linked by street railway lines including one that ran the length of Salisbury Beach. Bridges carrying Route 1, Route 1A and the railroad over the Merrimack River were improved in the early 1900s. In the 1950s Interstate 95 was one more transportation improvement providing faster access to and from Salisbury.⁷ However, with the decline of local manufacturing and the country’s focus on highway development, the rail lines serving Salisbury were abandoned in the mid 20th century.

Population Growth

Salisbury’s population in the 1700s rose from about 380 in 1710 to 1,667 at the time of the American Revolution. The population figures fluctuated, rising dramatically to nearly 5,000 in the late 19th century; however these figures are misleading due to several boundary changes resulting in a reduced area of Salisbury by 1886, the main reason for a dramatic population decline from 4,840 residents in 1885 to 1,316. Immigrant groups in the late 19th century were predominantly Irish, English, Canadians and Scots. By 1915 there were 1,717 persons and the largest immigrant groups represented were Italians and Canadians. By the mid 20th century population climbed to over 3,000.⁸ Then between 1970 and 2000 population nearly doubled with an average increase of 1,519 people per decade. Today Salisbury is home to about 8,159 people.⁹

⁵ Salisbury Reconnaissance Report, 2005

⁶ “Salisbury Beach The Valley’s Next Comeback Kid”, Merrimack Valley Magazine, Spring 2007

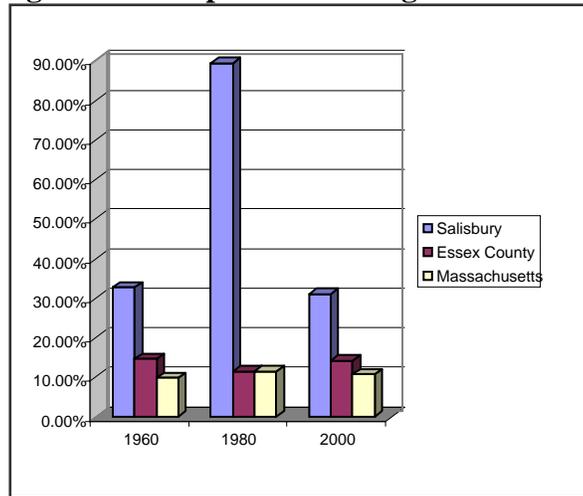
⁷ Salisbury Reconnaissance Report, 2005

⁸ Salisbury Reconnaissance Report, 2005

⁹ Salisbury Housing Plan, 2006

Salisbury’s most significant growth occurred during the 1960s and 1970s, in fact Salisbury had the highest rate of population growth of all Essex County communities from 1970-1980. Salisbury’s growth rate declined significantly after 1980. But according to the Census Bureau, Salisbury’s population has increased by about 4.2% since April 2000, exceeding the statewide rate of 1.1% for the same period.¹⁰

Figure 1: % Population Change 1960 to 2000



Population Projections

Salisbury’s overall population increased from 1990 to 2000 by 13.7% and it increased another 5.8% in the following five years. Projections below show an increase of 12.5% between 2000 and 2010 and a 24.45% increase in the 2000 population by 2020. The projected yearly average rate of change is just over 1.2%.

Density

Salisbury has a density of 446 people per square mile – substantially lower than neighboring Newburyport, Amesbury and Seabrook, but double that of nearby Newbury and West Newbury.

Table 1: Salisbury Population Growth, 1990-2020

		Population	% 10-Year Change	% Change From 2000
1990	Census	6,882		
2000	Census	7,827	13.7%	
2010	Projected	8,807	12.5%	28.0%
2020	Projected	9,737	10.6%	41.5%

Source: 1990 & 2000 U.S. Census & MISER Middle Series Population Projections

¹⁰ Salisbury Housing Plan, 2006
Volume 1: Existing Conditions and Trends
Salisbury’s Planning Context

Table 2: Population Density, 2000

Community	Persons Per Square Mile
Newburyport	1,947
Amesbury	1,208
Seabrook	938
Merrimack	606
Salisbury	446
West Newbury	253
Newbury	232

Source: <http://www.mass.gov/dhcd/iprofile/259.pdf>

Population Characteristics

Age

During the 1990s Salisbury experienced a modest school-age population increase. However, its population growth among working-age people and seniors differed somewhat from the experience of other communities across the Commonwealth or in Essex County. For example, the population in the 35-44 age cohort rose by 32% in Salisbury, yet the same age cohort's growth rate was only 16-19% in Massachusetts and Essex County respectively. Salisbury's population increase among persons 55-64 was significantly greater: 39%, compared to 6% in Massachusetts and Essex County, and comparable differences exist for persons 75-84. Still, Salisbury's over-85 population declined even though the same age cohort experienced substantial growth elsewhere in the state, and the town witnessed a disproportionate decline in pre-school population, as reported in Table 3.

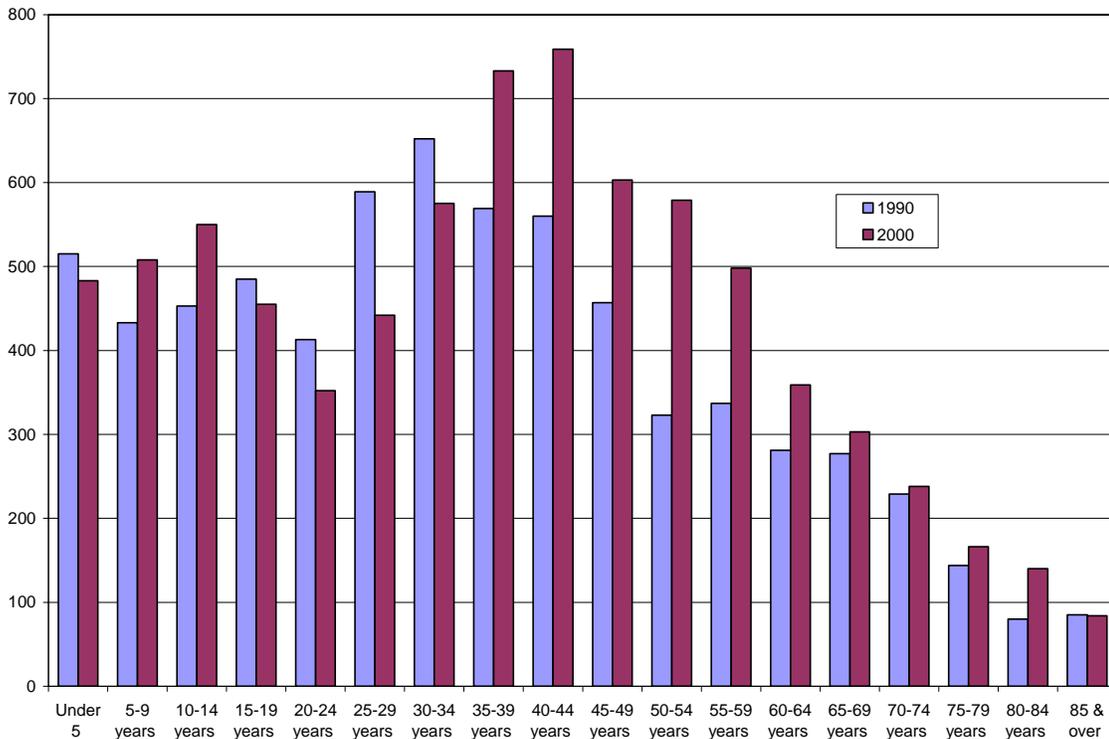
Projections of Salisbury's population to 2020 indicate that the town will see an overall increase of 24.4%, bringing its population to nearly 10,000. The projections for elementary and middle school age children shows a relatively stable population, while the 0-5 age shows a moderate increase of 9% and the 15-19 age group shows an increase close to the overall growth rate. The most dramatic changes are both the decline of 35 to 49 year age group by 24% and the increase of those aged 55 and over by 107%.

Table 3: Change in Population by Age Group, 1990-2000

Age Cohort	Salisbury			Essex County			Massachusetts		
	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
Under 5	515	483	-6.2%	48,777	48,254	-1.1%	412,473	397,268	-3.7%
5-17	1,169	1,364	16.7%	109,800	133,933	22.0%	412,473	1,102,796	17.2%
18-24	615	501	-18.5%	66,008	54,256	-17.8%	940,602	579,328	-18.3%
25-34	1,241	1,017	-18.0%	116,853	94,491	-19.1%	709,099	926,788	-15.9%
35-44	1,129	1,492	32.2%	105,372	124,954	18.6%	1,101,361	1,062,995	15.7%
45-54	780	1,182	51.5%	69,298	104,118	50.2%	918,456	873,353	45.5%
55-64	618	857	38.7%	59,298	63,107	6.4%	600,095	546,407	6.1%
65-74	506	541	6.0%	53,037	49,366	-6.9%	515,055	427,830	-7.0%
75-84	224	306	36.6%	30,987	37,015	19.5%	459,881	315,640	18.1%
Over 85	85	84	-1.2%	10,650	13,925	39.8%	267,194	116,692	26.6%
Total	6,882	7,827	13.7%	670,080	723,419	8.0%	92,209	6,349,097	5.5%

Source: 1990 and 2000 US Census

Figure 2: Population growth by age group, 1990 - 2000



These changes in population should be carefully considered as the community plans for municipal facilities and services; housing choices; retail, personal and health care services; and transportation services. The physical changes that will take place as a result of this planning need to create neighborhoods as well as business and commercial districts that respond to the needs of this anticipated population.

Race and Ethnicity

Population growth has altered the racial and ethnic make-up of Salisbury’s population, but the town remains almost entirely white. Table 4 reports the number and percentage of racial minorities in Salisbury, Essex County and Massachusetts as of April 2000 (Census 2000). The number of racial minorities in Salisbury rose by 141 from 1990-2000, which represents an increase of 276%. Since white persons comprised a much larger share of the town’s overall population growth, however, the white percentage of Salisbury’s total population declined minimally from 99.3% to 97.5%. For every one minority person added to Salisbury’s population over the past decade, the total population increased by 6.7 people.

A similar ratio of total-to-minority population change occurred in neighboring Amesbury, but the statistics for Essex County and Massachusetts are quite different. Statewide absolute population growth among minorities exceeded total population growth, and for every one minority person added to Essex County’s population, the total population county-wide rose by 1.2 people.

Table 4: Population by Race and Hispanic or Latino

	Salisbury		Essex County		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent
Total Population	7,827	100.0%	723,419	100.0%	6,349,097	100.0%
Race						
White	7,635	97.5%	625,320	86.4%	5,367,097	84.5%
Black/African American	32	0.4%	18,777	2.6%	343,454	5.4%
American Indian/ Alaska Native	24	0.3%	1,694	0.2%	15,015	0.2%
Asian	27	0.1%	16,916	2.3%	238,124	3.8%
Native Hawaiian/ Other Pac. Islander	7	0.1%	288	0.0%	2,489	0.0%
Other	20	0.3%	44,877	6.2%	236,724	3.7%
Two or More Races	82	1.0%	15,547	2.1%	146,005	2.3%
Hispanic Persons (All Races)	92	1.2%	79,871	11.0%	428,729	6.8%

Source: Census 2000, Summary File 1 Table P7, P8

Income

Salisbury's median family income increased by 40% from 1989 to 1999, slightly above the increase of the state as a whole at 38.9%, but it is still one of the lowest in the Merrimack Valley as well as below the State's median family income.¹¹

Although Salisbury has a smaller percentage of households with extremely low incomes (below \$10,000), households with low and moderate incomes comprise a larger percentage of all households in Salisbury than in Essex County or the State, and households with high incomes are far less common. For example, households with annual incomes over \$150,000 comprise 7-9% of all households in Massachusetts and Essex County, but only 2.5% of all households in Salisbury.

Educational Achievement

In 2000, Salisbury's population had a lower level of educational achievement than the averages for either Essex County or Massachusetts (Table 5). While 84% of the town's over-25 population has a high school diploma or higher, placing Salisbury within a fraction of a percentage point of both the State and the County, the percent of adult residents that have obtained a college degree is substantially lower: 26.1% for the town compared to 40.4% for the State and 38.9% for Essex County.

Table 5: Education Attainment for the Population 25 Years and Older

Level of Education	Salisbury		Essex County		Massachusetts	
	Population	Percent	Population	Percent	Population	Percent
No high school degree	879	16.0%	74,967	15.4%	651,063	15.2%
High school degree (including some college but no degree)	3,180	57.9%	222,846	45.7%	1,895,624	44.4%
Associate's degree or higher	1,434	26.1%	189,290	38.9%	1,726,558	40.4%
Total	4,614		412,136		3,622,182	

Source: U.S. Census Bureau 2000; P37. Sample data collected from a 1-in-6 sample and weighted to represent the total population.

Household Composition

While Salisbury's population is rising, household and family sizes are declining, following the same trends seen at the state and national levels. The average household in Salisbury includes 2.53 persons and the average family (persons related by blood, marriage or adoption), 3.10 persons.

The composition of Salisbury families is similar to that of the County and the State (Table 6).

¹¹ Open Space Plan 2006
Volume 1: Existing Conditions and Trends
Salisbury's Planning Context

Table 6: Family Household Type and Composition

Household Characteristic	Salisbury		Essex County		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent
Family Households	1,991		185,094		1,576,696	
Married Couples	1,515	76.1%	140,631	76.0%	1,197,917	76.0%
Single-Parent Males	141	7.1%	10,438	5.6%	88,835	5.6%
Single-Parent Females	335	16.8%	34,025	18.4%	289,944	18.4%
Families with Children<18	910	45.7%	90,387	48.8%	748,865	47.5%
Average Children/Family	0.82	N/A	0.91	N/A	0.88	N/A
Families in Poverty	92	4.6%	12,233	6.6%	105,619	6.7%

Source: Census 2000

In the last decade, Salisbury's total household growth rate of 22% significantly exceeded the rate of household growth in Massachusetts or Essex County, mainly because of a 55.4% increase in non-family households, or one-person households and households of unrelated people. The town simultaneously noted a dramatic 30% increase in head of households age 55 and over while during the same period the County and State experienced less than 6% growth in householders of that age group.

Table 7: Change in Households by Age of Householder, 1990-2000

Age Cohort	Salisbury			Essex County			State		
	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
15-24	64	65	1.6%	9,549	7,832	-18.0%	108,554	95,499	-12.0%
25-34	531	416	-21.7%	50,917	41,908	-17.7%	483,021	419,180	-13.2%
35-44	599	791	32.1%	56,502	66,130	17.0%	495,007	565,663	14.3%
45-54	444	663	49.3%	39,378	59,320	50.6%	341,586	497,268	45.6%
55-64	380	520	36.8%	34,720	37,422	7.8%	301,469	324,113	7.5%
65-74	317	370	16.7%	33,687	30,778	-8.6%	291,136	267,063	-8.3%
75+	187	257	37.4%	26,532	32,029	20.7%	226,337	274,794	21.4%
Total	2,522	3,082	22.2%	251,285	275,419	9.6%	2,247,110	2,443,580	8.7%

Source: 1990 and 2000 Census

LAND USE

Land use patterns in Salisbury generally reflect the historical pattern of the town's development as well as the regulatory controls that have been adopted over the years. Salisbury Plains and stretches of Ferry Road portray remnants of the town's agricultural heritage (a mainstay of the local economy into the 20th century), while the land use pattern along the beach is evidence of the town's development as a resort destination from the 1800s to the early 1980s. The town's maritime history is evident in Ring's Island, an historic fishing village, and the cluster of residences, churches, commercial establishments, and town offices around Salisbury Square continues to define the town's traditional village center.

Natural resources and the topography of Salisbury restricted development to upland areas and greatly influenced the land use patterns throughout the town. The extensive salt marsh in the eastern and southern portions of town kept development to narrow strips along Bridge and Beach Roads and restricted the ability to extend development on the beach further than a ¼ mile from the coast. Wetlands also constrain development along Elm Street and Lafayette Road.

The town's existing zoning restricts most nonresidential development to the center of Salisbury Beach and a 400 foot deep strip on either side of the major roadways (Elm Street, Bridge Road, Lafayette Road, and Beach Road). In these roadside commercial districts a half acre minimum lot size and required 50 foot front setback have resulted in a pattern of development comprised of small scale, individual establishments stretched out along the roadways. Some of these commercial establishments are also residences since the commercial zoning also permits residential use. The roadside commercial development contradicts the historic village style development evident in Salisbury Square, Ring's Island, and along the beachfront. Unfortunately, the zoning of the roadway corridors has also resulted in a disjointed pattern of development -- one that is heavily automobile-oriented and not pedestrian friendly, brings incompatible uses in proximity to one another, restricts the development potential of certain prime sites, and does not encourage the creation of distinct neighborhoods or clusters of businesses.

Except for the commercial corridors, the beach center and Salisbury Square, the balance of the town is nearly all zoned for residential use.

Current Land Uses

Salisbury has 4,517 land parcels, broken down by general land use category as shown in Table 8. As the analysis reveals, almost 75% of the properties in Salisbury are in residential use, 5% are commercial properties, and less than 1% are industrial uses. Although land classified as developable or *potentially* developable commercial, residential and industrial land comprises about 11% of the total land acreage in the town, much of this land is somewhat to substantially constrained by wetlands. In addition, there are 43 properties (6.5% of total land area) which remain in agricultural use, which, if converted from their existing use could have development potential in the future.

Table 8: Salisbury Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	2,031	45.0%	1,895	22.7%
• Other Residential	1,342	29.7%	886	10.6%
Commercial	244	5.4%	581	7.0%
Industrial	22	0.5%	67	0.8%
Agricultural	43	1.0%	543	6.5%
Public & Non-Profit				
• Town	60	1.3%	379	4.5%
• Other	62	1.4%	1,403	16.8%
Vacant Land				
• Developable	181	4.0%	673	8.1%
• Potentially Developable	74	1.6%	250	3.0%
• Undevelopable	458	10.1%	1,672	20.0%
TOTAL	4,517		8,350	

Some existing properties have potential to be further developed, a concept known as *infill development*. Although no town-wide assessment of infill development potential has occurred, a study by the Route 1 Sewer Study Committee analyzed properties along Lafayette Road and revealed potential for a considerable amount of additional residential development if lots were combined or redeveloped to their maximum development potential under existing zoning.¹² While wetlands constrain many properties from being further developed, it is generally believed that there are a number of properties in other commercial areas in the town that could support a greater density of development than currently exists.¹³

Planning Areas

For comparative analysis purposes, we have identified nine general planning areas for the Master Plan process. These planning areas are depicted on Map 1, and land use summaries for each area are provided below. The Planning Areas do not cover the entire town, instead these are areas identified as having the greatest potential for land use change and where specific policy changes might be considered. Area boundaries conform neither to traditional neighborhood lines nor to land use zones; rather, areas were determined in consultation with town officials by focusing on where land use issues are shared or overlap and exclusions to this broad rule certainly apply.

¹² Route 1 Sewer Study Review Committee analysis estimated the potential addition of 88 to 400 new residential lots with the range attributed to differences in how the two large campgrounds would be redeveloped and how certain small clusters of small lots would be combined. A site assessment was used to estimate wetlands and topography constraints.

¹³ Planning Department, 2007.

Map 1: Planning Areas

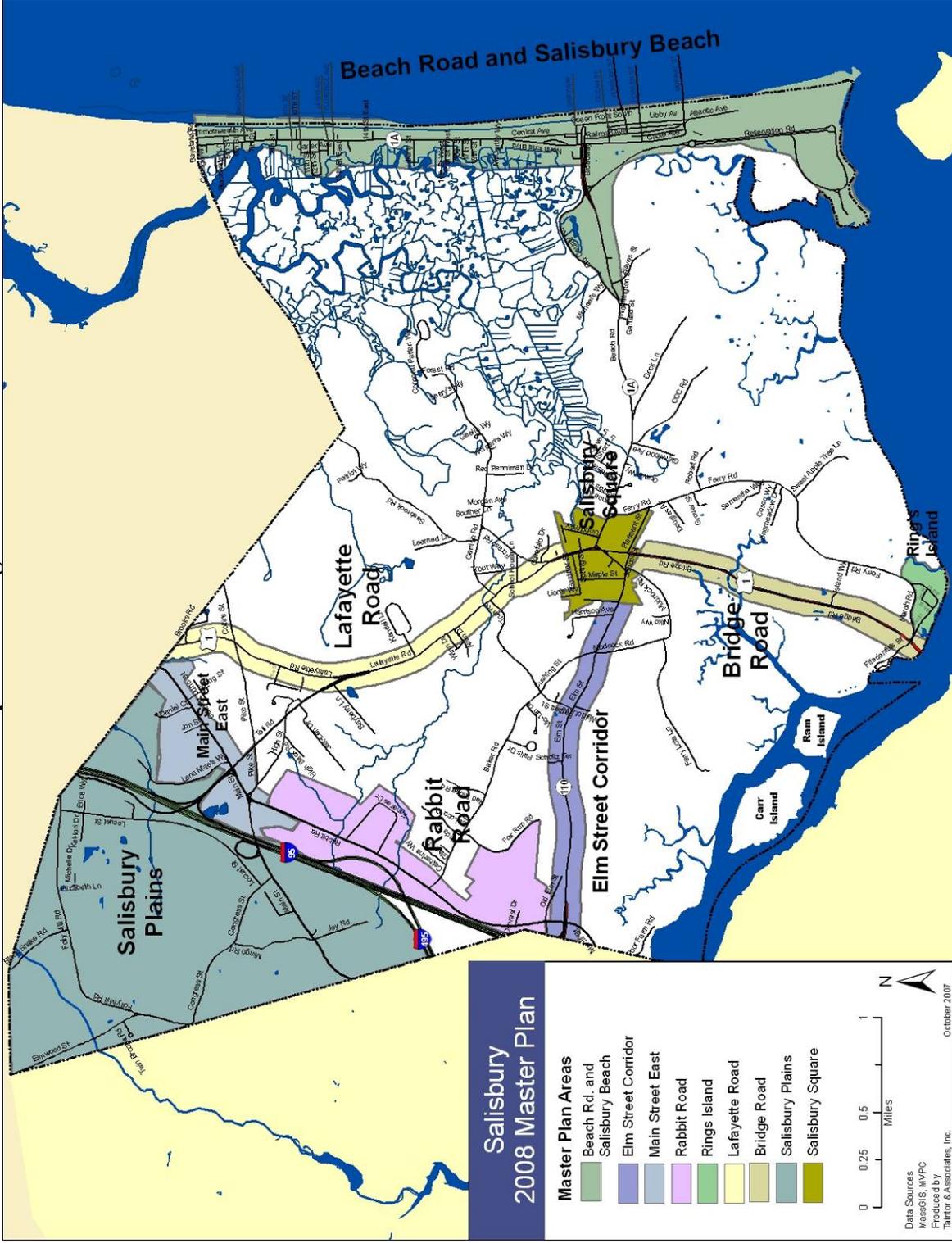


Table 9: Salisbury Planning Areas Summary

Planning Area	Total Parcels	Total Acres
Salisbury Plains	350	1,345
Main Street East	139	167
Lafayette Road	201	207
Bridge Road	102	143
Elm Street	158	165
Rabbit Road	161	327
Salisbury Square	186	107
Salisbury Beach	1,261	518
Ring's Island	57	35

Salisbury Plains

Table 10: Salisbury Plains Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	196	56.0%	249	18.5%
• Other Residential	71	20.3%	331	24.6%
Commercial	5	1.4%	71	5.3%
Industrial	1	0.3%	1	0.1%
Agricultural	27	7.7%	420	31.2%
Public & Non-Profit				
• Town	4	1.1%	81	6.0%
• Other	11	3.1%	60	4.5%
Vacant Land				
• Developable	8	2.3%	21	1.6%
• Potentially Developable	14	4.0%	41	3.0%
• Undevelopable	13	3.7%	70	5.2%
TOTAL	350		1,345	

Salisbury Plains is characterized by a combination of agricultural and single family uses. New development in the Plains generally consists of single family homes on large individual lots or within subdivisions. Most of the town's agricultural properties are located here. Although the entire area from Main Street south to Interstate 495 is zoned commercial (C2), there are only a few commercial establishments here.

Main Street East

Table 11: Main Street East Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	55	39.6%	39	23.2%
• Other Residential	44	31.7%	31	18.8%
Commercial	23	16.5%	70	41.9%
Vacant Land				
• Developable	12	8.6%	24	14.3%
• Undevelopable	5	3.6%	3	1.8%
TOTAL	139		167	

Main Street, which borders Salisbury Plains on the south, spans either side of Interstate 95. Although the entire Main Street corridor is zoned commercial, the land use mix on the west side of the Interstate is similar to the rest of the Salisbury Plains and therefore is included in the Salisbury Plains planning area, while the section of Main Street between the Interstate and the Toll Road intersection has a number of commercial properties.

Although Main Street’s proximity to the Interstate, the Rabbit Road industrial area, Route 1, and the busy commercial areas in Seabrook, New Hampshire might serve as an attraction for more commercial or residential development along this roadway, the lack of public sewer hampers the likelihood of development or redevelopment of this area.

Bridge Road (Route 1)

Table 12: Bridge Road Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	20	19.6%	19	13.0%
• Other Residential	9	8.8%	6	3.9%
Commercial	51	50.0%	82	57.3%
Industrial	1	1.0%	<1	0.3%
Vacant Land				
• Developable	10	9.8%	12	8.4%
• Potentially Developable	1	1.0%	<1	0.3%
• Undevelopable	10	9.8%	24	16.7%
TOTAL	102		143	

Route 1, Lafayette Road north of Salisbury Square, and Bridge Road to the south, is a major transportation corridor through Salisbury. Serving as the primary link to New Hampshire to the north and Newburyport and the rest of the North Shore to the south, it is also a primary gateway to the town, defining the traveler’s first impressions of the town. Although both north and south of Salisbury Square are zoned Commercial II (C2), the character of development is distinct at either end. Bridge Road is primarily a commercial area, similar to Route 110 with its orientation towards automobile travel, expanses of parking in front of the businesses, and frequent curb cuts. Surrounded by the salt marsh, it has limited opportunity for additional development and many of the properties are low-lying and vulnerable to flooding.

*Lafayette Road (Route 1)***Table 13: Lafayette Road Land Use Summary**

	Parcels		Acres	
Residential				
• Single-Family	89	44.3%	49	23.8%
• Other Residential	38	18.9%	35	17.0%
Commercial	32	15.9%	49	23.7%
Industrial	2	1.0%	4	2.1%
Public & Non-Profit				
• Town	4	2.0%	18	8.9%
• Other	3	1.5%	3	1.6%
Vacant Land				
• Developable	26	12.9%	45	21.9%
• Potentially Developable	4	2.0%	1	0.7%
• Undevelopable	3	1.5%	1	0.4%
TOTAL	201		207	

Lafayette Road has a larger number of residential properties, although many of them are single property uses abutting nonresidential uses. This section of Route 1 is not constrained by the salt marsh, however further development is hindered by lack of sewer service beyond Schoolhouse Lane. A sewer extension is being considered and the Zoning Review Committee is studying zoning changes for Lafayette Road that would divide the road into at least two distinct districts, primarily residential in the south and commercial to the north.

*Elm Street Corridor***Table 14: Elm Street Land Use Summary**

	Parcels		Acres	
Residential				
• Single-Family	52	32.9%	38	23.1%
• Other Residential	29	18.4%	28	17.2%
Commercial	42	26.6%	62	37.4%
Industrial	1	0.6%	2	1.0%
Agricultural	1	0.6%	3	1.8%
Public & Non-Profit				
• Town	4	2.5%	7	4.0%
• Other	2	1.3%	3	1.8%
Vacant Land				
• Developable	22	13.9%	20	12.3%
• Potentially Developable	3	1.9%	2	1.0%
• Undevelopable	2	1.3%	1	0.5%
TOTAL	158		165	

Stretching from I-95 to Salisbury Square, Elm Street (Route 110) is a primary commercial corridor in Salisbury. The town's first shopping center, the Crossroads Plaza built in 1952, is located at the corridor's western end near the interstate and the Amesbury town line.¹⁴ A cluster of larger commercial properties, defined by strip mall style of development and large

¹⁴ <http://www.salisburybytheseashore.com/html/history.html>
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parking areas in the front, extends east for about one half mile. The rest of Elm Street to Salisbury Square is defined by stand alone businesses and residences. Wetland constraints restrict further development of some of the properties that extend south from Elm Street, but there is opportunity for redevelopment of other properties, particularly closer to the interstate. With its direct access to Interstate 95 and Amesbury’s Route 110 commercial area, Elm Street is ideally suited for automobile-oriented uses at its western end. Although zoning is the same for the entire stretch of roadway, the central and eastern sections are not as densely developed and provide a transition to the village scale development of Salisbury Square.

Rabbit Road

Table 15: Rabbit Road Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	35	21.7%	45	13.8%
• Other Residential	17	10.6%	42	12.9%
Commercial	7	4.3%	28	8.7%
Industrial	14	8.7%	32	9.7%
Public & Non-Profit				
• Town	1	0.6%	7	2.2%
• Other	7	4.3%	47	14.2%
Vacant Land				
• Developable	18	11.2%	36	11.1%
• Potentially Developable	7	4.3%	55	16.8%
• Undevelopable	55	34.2%	35	10.6%
TOTAL	161		327	

Located alongside Interstate 95 and with access from Elm Street to the south and Main Street to the north, this area is considered the prime location for the town’s industrial development, though it supports many single family homes as well. With the planned addition of town sewer, the town hopes to attract increased commercial and industrial development in this area.

Salisbury Square

Table 16: Salisbury Square Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	119	64.0%	49	46.2%
• Other Residential	35	18.8%	23	21.2%
Commercial	17	9.1%	11	10.2%
Public & Non-Profit				
• Town	4	2.2%	10	9.4%
• Other	5	2.7%	4	3.9%
Vacant Land				
• Developable	3	1.6%	6	5.9%
• Potentially Developable	2	1.1%	3	2.8%
• Undevelopable	1	0.5%	0	0.3%
TOTAL	186		107	

The mix of uses in the Square, religious, municipal, residential and neighborhood commercial reflect the area’s historic character as a village center. Unfortunately, the convergence of three major roadways (Routes 1, 1A, and 110) at the heart of Salisbury Square has hampered the ability of the area to thrive as a vibrant community center. There has been significant interest in revitalizing this area within the past few years, which has resulted in the adoption of new zoning for the Village Center District and the creation of a Village Residential Overlay District in neighborhoods near the Square. The intent of the zoning is to encourage a mix of uses, design and dimensional standards that reflect historic architectural character, and walkable and pedestrian friendly orientation within the Square and surrounding residential areas. The traffic pattern will continue to present a challenge to the area’s revitalization.

Beach Road and Salisbury Beach

Table 17: Beach Area Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	528	41.9%	87	16.9%
• Other Residential	491	38.9%	85	16.4%
Commercial	55	4.4%	36	7.0%
Public & Non-Profit				
• Town	14	1.1%	16	3.2%
• Other	9	0.7%	198	38.2%
Vacant Land				
• Developable	27	2.1%	16	3.1%
• Potentially Developable	21	1.7%	7	1.4%
• Undevelopable	116	9.2%	72	13.9%
TOTAL	1,261		518	

The mix of land uses along the beachfront reflects the evolution of the area from summer cottage community to resort destination to a mix of year round residences and seasonal residences. Today this area is, yet again, on the verge of establishing a new identity resulting from renewed interest in revitalizing the commercial activity here and sustaining a year round population of residents and visitors. The beach is a significant economic driver for the rest of the town and, at the same time, services and facilities in other areas of town help support the beach economy.

Businesses such as restaurants and motels, intended to serve the summer beach crowd, are located along Beach Road, the primary accessway to the beach from Salisbury and Interstate 95. In response to a decline in seasonal visitors and a demand for more year-round (and affordable) housing options, the town created the Motel Reuse Overlay District to provide incentive for motels along Beach Road to convert to residential condominiums. The eastern end of Beach Road is included in the Beach Commercial District and is being developed with multi-family condominiums. One development of approximately 80 units is nearing completion and another 224 units has recently been permitted. In addition, because of its proximity to the beach and access to sewer service, the part of Beach Road that is not included in the Beach Commercial District has recently attracted three Chapter 40B multi-family developments with a total of approximately 120 new housing units.

According to information provided by the town’s Department of Public Works, the town has reclassified 130 water accounts from seasonal to year round since 2001, and there are currently 300 seasonal water accounts remaining town-wide.¹⁵ The conversion of seasonal homes is further evidence of the shift in the town from seasonal to year round appeal. Salisbury Beach has been experiencing a long-term conversion from a seasonal beach cottage community to year-round residential use. Many cottages have been renovated and converted to year-round residential use and others have been torn down and replaced. According to the US Census, the number of seasonal units in Salisbury declined from 1,379 in 1990 to 700 in 2000

Much of the change that will occur in the beach area in the coming years will be the result of recent zoning changes, which created an overlay district for the area around Broadway, the beach center, and Oceanfront South. Already this rezoning has initiated interest by a private developer in a significant mixed use development project at the beach center that would involve around 70 individual properties.¹⁶ Another proposal is under consideration for building approximately 160 residential condominiums with retail and restaurant space on four existing lots.¹⁷

Ring’s Island

Table 18: Ring's Island Land Use Summary

	Parcels		Acres	
Residential				
• Single-Family	42	73.7%	21	59.1%
• Other Residential	9	15.8%	6	16.9%
Public & Non-Profit				
• Town	3	5.3%	1	3.0%
Vacant Land				
• Potentially Developable	1	1.8%	1	3.0%
• Undevelopable	2	3.5%	6	18.1%
TOTAL	57		35	

This historic fishing village has retained much of its charm and maritime character. Sensitive wetlands, marshes and water bodies, single family homes and water dependent businesses co-exist in this small southern neighborhood in Salisbury. Protecting this co-existence will be vital to maintaining its integrity.

Although no new development is likely in this area, residential upgrades and infill development are occurring. Many of the properties in the village do not conform to current residential zoning which requires a one acre minimum lot size, 150 foot frontage, and 40 foot front yard setback. Changing zoning to reflect historic patterns of development in this area may be a consideration for the future.

¹⁵ Kathy Waelter, Salisbury Department of Public Works, October 2007.

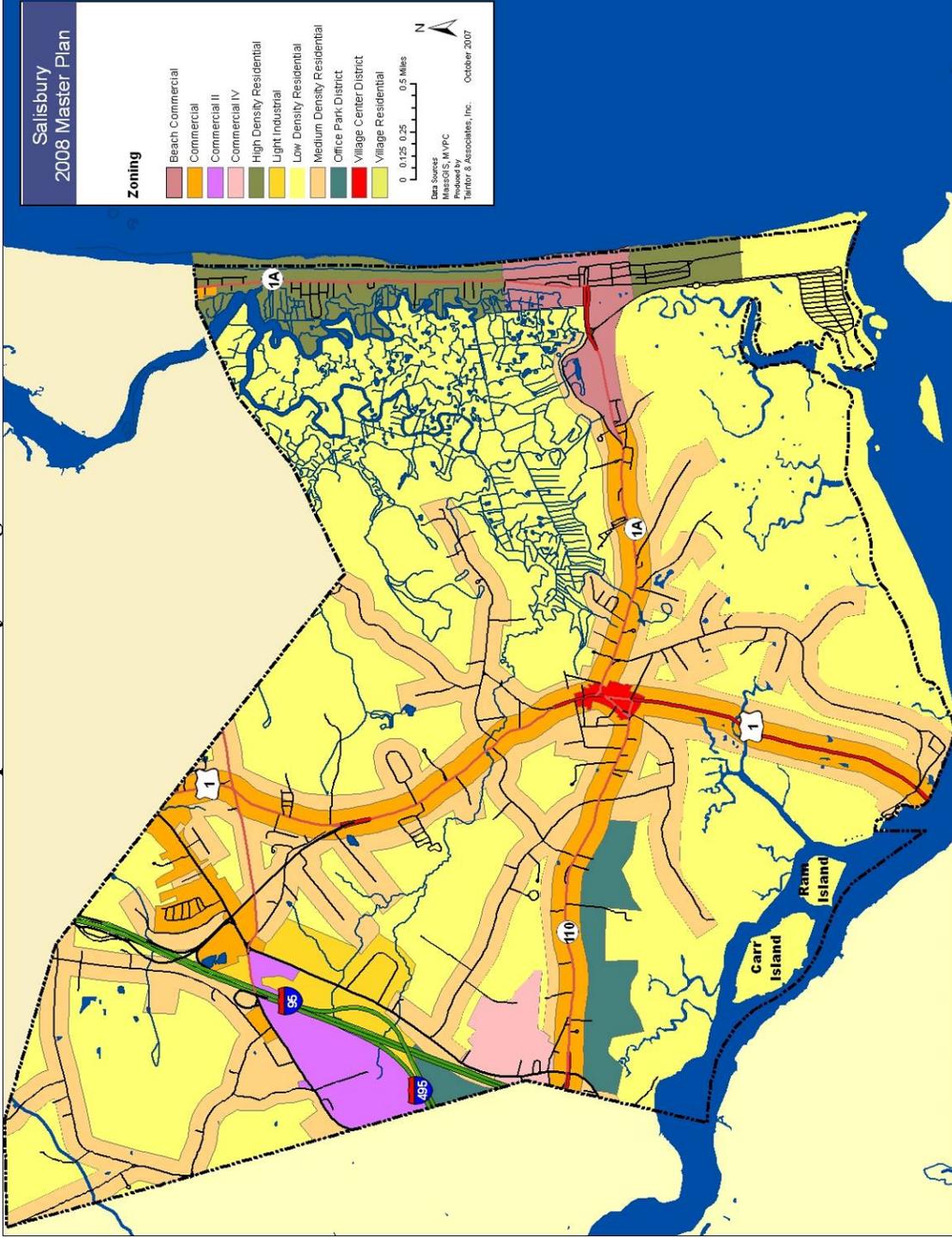
¹⁶ Newburyport Daily News articles: July 12, 13, and 23, 2007; September 18 and 21, 2007.

¹⁷ Newburyport Daily News article, June 21, 2006, (confirmed by Planning Department November 2007.)

Zoning

Salisbury zoning was set up to encourage higher density development (residential and nonresidential) along major roadways and lower density residential development away from these key transportation corridors. The existing zones, follow the original boundaries of the first zoning districts – 400 feet from the road for commercial and high density residential (one half acre), 400 to 800 feet from the road for medium density (one acre) residential, and 800 feet and beyond for low density (two acre) residential. Exceptions were made for certain geographic areas where this approach to zoning did not reflect the historical development pattern such as on Ring’s Island (where one acre zoning would be inappropriate) or along the beach. Most commercial districts also permit residential uses, which has resulted in a scattering of stand alone uses and is not conducive to creation of viable commercial areas or residential neighborhoods.

Map 2: Salisbury Zoning Districts



Residential

Salisbury has three residential zoning districts, ranging from low density (R1) to higher density (R3), although residential uses are also permitted in commercial districts. All of these districts allow single family detached dwellings and mobile homes by right and accessory apartment dwellings and home occupations by special permit. None of the residential districts allow multi-family dwellings.

Commercial

The town's commercial zones include Beach Commercial (BC), Commercial (C) and Commercial 2-4 (C2, C3, C4). Minimum allowable lot sizes range from one half acre to two and a half acres, the minimum allowable frontage is 100 feet in C and 150 feet in all other commercial districts; the maximum percent of building lot coverage is 25 to 40 percent with the exception of the BC district which allows up to 100% lot coverage; maximum building height is 35 feet.

One-family detached and mobile home dwellings as well as home occupations are allowed by right in all commercial districts except C3; accessory apartment dwellings are allowed by special permit in all except C3. Commercial district C allows the most uses by right or with special permit. C2 is similar though allows somewhat fewer uses. C3 and C4 are more restrictive of commercial uses; and C3 requires special permits from the Planning Board for a variety of uses.

BC is the only district in Salisbury that allows multi-family dwellings by right. In addition it is the only district that does not have dimensional controls established, with the exception of the 35 foot height limitation.

Industrial

Dimensional controls for the Industrial zone include a one acre minimum lot size, 150 feet of minimum frontage, 40% maximum lot coverage and a maximum height of 40 feet, the town's highest allowable height. Residential uses are excluded in the Industrial zone, as are many commercial businesses.

Recent Zoning Revisions

The 2004 Community Development Committee identified many areas in which Salisbury's zoning needed to be improved and updated. It charged that conflicts, omissions, and lack of modern zoning standards impeded and added to the work of town staff, the Planning Board and the ZBA. Consequently, one of the Committee's primary recommendations was for the Town Meeting to create a new Zoning Review Committee, and charge it with the mission of reviewing and proposing beneficial revisions to the Zoning by-law. The CDPC submitted a Warrant Article to the Spring 2004 Annual Town Meeting to establish the Zoning Review Committee where it was adopted unanimously. The committee was formed and has made substantial improvements (outlined below) to the town's zoning through the creation of overlay districts, development of a new Village Center District, and the creation of an inclusionary housing by-law. While these additions and changes will encourage more appropriate development, the underlying zoning remains outdated and inadequate to direct future growth and protect the town's natural and cultural resources.

Review of the existing zoning districts and regulations needs to continue. If a change in the type of development that has affected Salisbury in recent decades is desired, the town will need to substantially change the zoning that continues to allow the strip mall development along the town's commercial corridors, prevents the development of much needed multi-family housing options, and challenges property owners who want and need to upgrade homes and businesses throughout town.

Village Center District

The Village Center District implements one of the many important recommendations made in Salisbury's Community Development Plan, which the town completed in 2004. The Village Center District is not an overlay district, but rather represents a change to the original zoning in the center of Salisbury Square. The intent of the creation of a Village District was to encourage redevelopment of Salisbury Square as a village center with a mix of pedestrian-oriented businesses and housing. The revisions allow for mixed-use buildings (a combination of residential and commercial). In addition, dimensional requirements were adjusted to encourage development that was more like historic village center scale and design, with smaller front yard setbacks and greater building coverage of the lot.

Flexible Residential Development

The Flexible Residential Development (FRD) Zoning Bylaw was adopted in 2005 to replace an earlier cluster subdivision bylaw and is intended to provide a method for protecting open space and creating additional housing choices within the community. For residential subdivisions of five acres or more in Residential 1 and 2 and Commercial 1, 2 and 4, the applicant is required to submit a FRD special permit application. In return for providing 50% of the total developable land as protected open space and providing new affordable or senior housing, the applicant can receive a reduction in the dimensional requirements and may also receive a density bonus of up to 35% more dwelling units than would be allowed under a conventional subdivision.

Inclusionary Housing

Adopted in 2005, Salisbury's Inclusionary Housing Requirement requires real estate developers to include affordable housing as part of subdivisions or multi-family housing developments (of three or more attached or detached housing units). The purpose of the requirement was to increase the town's affordable housing supply, and also to encourage a mix of housing types (single and multi-family of varying affordability). The regulation requires that 10% of any mixed-use (and 12.5% of any single use) subdivision or multi-family residential development be affordable. In certain cases, arrangements can be made, by approval of the Planning Board, to contribute to the town's Affordable Housing Trust Fund in lieu of building affordable housing units. Affordability is determined by the state's definition of low and moderate income households.

Overlay Districts

In addition to the underlying zoning districts, the town has adopted a number of *overlay districts* to encourage the protection of town resources, enhance housing options, and encourage more sensitive and sustainable development. An overlay district sits on top of the

existing base zoning district and allows uses or dimensional regulations different from the underlying zoning.

Village Residential Overlay District

The Village Residential Overlay District, also adopted in 2006, was created for the purpose of locating additional housing near goods and services and in areas with adequate utilities; providing more housing options; and encouraging historically compatible design and scale. The district, located around Salisbury Square, overlays the existing C and R2 Districts and allows all uses already permitted in the R2 District as well as two-family dwellings on 15,000 square foot lots. The District also has architectural design standards and reduced dimensional requirements.

Salisbury Beach Overlay District

Adopted in 2005, this overlay district was adopted with the intention of spurring redevelopment of commercial properties in the existing Beach Commercial District primarily by allowing increased height to 55 feet (and five floors) and permitting mixed use in a single building. Within the overlay district there are three sub-districts: the Beach Center Development Subdistrict; the Broadway Revitalization Subdistrict; and the Oceanfront South Revitalization Subdistrict. In addition to the uses permitted in the BC district, the overlay district allows mixed use development (and it is required in the Broadway Revitalization Subdistrict). The overlay district prohibits casinos, drive-throughs, automobile and motorcycle repair, sales, and service, car washes, and chemical warehouses.

The overlay requires applicants for new development under the overlay to contribute to a district public improvement fund, which the town will use to support public capital improvements to the area. A developer can also agree to administer privately funded public improvements as an alternative to contribution to the fund.

Water Resource Overlay District

The Water Resource Overlay District was adopted in 1987 to protect surface water and groundwater resources which provide existing and potential water supply for the town.

Motel Reuse Overlay District

The Motel Reuse Overlay District (MROD), adopted in 2006, encourages motel owners to consider redevelopment that increases the value of their property and generates more tax revenue for the town. The bylaw serves other purposes as well: to promote a variety of housing choices, including affordable units, and to guide growth toward established areas. MROD reuse projects must meet special architectural design, site plan and landscaping standards.

According to data provided by the town's Planning Department, there are currently ten motel/hotel conversions completed or in progress resulting in the creation of approximately 147 new residential units.

Smart Growth

Smart growth, as defined below, is an approach to sustainable land development that Salisbury has already embraced, as evidenced by the goals and strategies identified in the 2004 Community Development Plan and reinforced in the 2007 Community Development Strategy (see Appendix).

Massachusetts *Smart Growth Toolkit*

GLOSSARY DEFINITION

Well-planned development that protects open space and farmland, revitalizes communities, keeps housing affordable and provides more transportation choices.

EXPLANATION

Smart growth is a principle of land development that emphasizes mixing land uses, increases the availability of a range of housing types in neighborhoods, takes advantage of compact design, fosters distinctive and attractive communities, preserves open space, farmland, natural beauty and critical environmental areas, strengthens existing communities, provides a variety of transportation choices, makes development decisions predictable, fair and cost effective and encourages community and stakeholder collaboration in development decisions.

Smart growth is growth that protects natural resources, enhances quality of life, offers housing choices, and improves municipal finances by taking into consideration location, design and long-term costs.

Attractive village and town centers, vibrant urban neighborhoods, historic mill buildings, and fields, forests, and streams characterize many parts of Massachusetts. These resources help define the character of our towns and cities. Revitalizing and reinforcing these areas is a key smart growth strategy.

A major threat to these resources is sprawl, defined as low-density, single-use, and auto-dependent development.

Prior to the 2004 CDP, the town had already undertaken policies and regulations that support many of the goals of smart growth. The Planned Office Development (POD) bylaw, adopted in 1999, was intended to avoid the strip commercial development that is the trend throughout much of Salisbury as a result of the pre-existing zoning. POD also encouraged a variety of nonresidential uses, preservation of natural resources, and permanent protection of open space. The Cluster Residential Development, created in 1986, was amended in 2005 and changed to the Flexible Residential Development; however, its intended purpose – preservation of open space – is a smart growth initiative.

Massachusetts Sustainable Development Principles

1. Concentrate Development and Mix Uses Support the revitalization of city and town centers and neighborhoods by promoting development that is compact, conserves land, protects historic resources, and integrates uses. Encourage remediation and reuse of existing sites, structures, and infrastructure rather than new construction in undeveloped areas. Create pedestrian friendly districts and neighborhoods that mix commercial, civic, cultural, educational, and recreational activities with open spaces and homes.

2. Advance Equity Promote equitable sharing of the benefits and burdens of development. Provide technical and strategic support for inclusive community planning and decision making to ensure social, economic, and environmental justice. Ensure that the interests of future generations are not compromised by today's decisions.

3. Make Efficient Decisions Make regulatory and permitting processes for development clear, predictable, coordinated, and timely in accordance with smart growth and environmental stewardship.

4. Protect Land and Ecosystems Protect and restore environmentally sensitive lands, natural resources, agricultural lands, critical habitats, wetlands and water resources, and cultural and historic landscapes. Increase the quantity, quality and accessibility of open spaces and recreational opportunities.

5. Use Natural Resources Wisely Construct and promote developments, buildings, and infrastructure that conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, and materials.

6. Expand Housing Opportunities Support the construction and rehabilitation of homes to meet the needs of people of all abilities, income levels, and household types. Build homes near jobs, transit, and where services are available. Foster the development of housing, particularly multifamily and smaller single-family homes, in a way that is compatible with a community's character and vision and with providing new housing choices for people of all means.

7. Provide Transportation Choice Maintain and expand transportation options that maximize mobility, reduce congestion, conserve fuel and improve air quality. Prioritize rail, bus, boat, rapid and surface transit, shared-vehicle and shared-ride services, bicycling, and walking. Invest strategically in existing and new passenger and freight transportation infrastructure that supports sound economic development consistent with smart growth objectives.

8. Increase Job and Business Opportunities Attract businesses and jobs to locations near housing, infrastructure, and transportation options. Promote economic development in industry clusters. Expand access to education, training, and entrepreneurial opportunities. Support the growth of local businesses, including sustainable natural resource-based businesses, such as agriculture, forestry, clean energy technology, and fisheries.

9. Promote Clean Energy Maximize energy efficiency and renewable energy opportunities. Support energy conservation strategies, local clean power generation, distributed generation technologies, and innovative industries. Reduce greenhouse gas emissions and consumption of fossil fuels.

10. Plan Regionally Support the development and implementation of local and regional, state and interstate plans that have broad public support and are consistent with these principles. Foster development projects, land and water conservation, transportation and housing that have a regional or multi-community benefit. Consider the long-term costs and benefits to the Commonwealth.

Smart growth initiatives the town has successfully implemented since 2004 are summarized elsewhere in this section. The following table highlights a number of the town’s policies and regulations and indicates the sustainable development principles they support.

Table 19: Salisbury Smart Growth Initiatives

Zoning / Planning Initiative	Sustainable Development Principles
<i>Inclusionary Housing Requirement</i>	Expand housing opportunities
<i>Village Center District and Village Residential Overlay District</i>	Concentrate development, mix uses, provide transportation choice
<i>Salisbury Beach Overlay District</i>	Concentrate development, increase local job and business opportunities
<i>Motel Reuse Overlay District</i>	Expand housing opportunities
<i>Flexible Residential Development</i>	Protect land and ecosystems, concentrate development, expand housing opportunities
<i>Planned Office Development</i>	Concentrate development, increase local job and business opportunities, protect land and ecosystems
<i>Water Resource Overlay District</i>	Protect land and ecosystems, use natural resources wisely
<i>Open Space and Recreation Plan</i>	Protect land and ecosystems, use natural resources wisely
<i>Harbor Management Plan</i>	Protect land and ecosystems, use natural resources wisely
<i>Salisbury Rail Trail</i>	Provide transportation choice
<i>Zoning Bylaw Review</i>	Advance equity, make efficient decisions
<i>Affordable Housing Needs Assessment and Affordable Housing Plan</i>	Expand housing opportunities

HOUSING

In 2006, the Town of Salisbury completed a Housing Plan. Most of the information in this chapter is excerpted from that Plan, unless otherwise noted.

Housing Profile

Salisbury offers many housing choices including some of the lower priced housing in the region. Housing can be found in rural areas with large lots, in suburban neighborhoods with moderate sized lots, and in some densely settled village centers or neighborhoods. The largest percentage of Salisbury's housing is single-family, and the town has a substantially lower average of larger multi-family homes than the State, and a larger than average percent of mobile homes. Salisbury housing represents a variety of architectural styles as well: pre-1800 colonials and cottages, duplexes and triplexes of the early twentieth century, split levels and ranches of the 1960s and 1970s, and contemporary homes and condominiums from the 1980s to present.

Number and Type of Housing Units

Based on 2000 Census data, Salisbury's total housing inventory includes 4,156 units, 83% for year round occupancy. Detached single-family homes comprise about 56% (2,346 units) of Salisbury's housing stock, and the town also has a sizeable complement of two family homes, nearly half of which are seasonal.

Table 20: Number of Housing Units and Vacancy Rate by Building Type, 2000

Number of Units In Structure	Salisbury		Essex County		Massachusetts	
	Total	% Vacant	Total	% Vacant	Total	% Vacant
Total	4,156	25.8%	287,144	4.1%	2,621,989	6.8%
1-Family Detached	2,346	18.5%	149,666	3.2%	1,374,479	7.3%
1-Family Attached	139	43.2%	13,755	3.1%	104,129	6.6%
2-Family	595	47.1%	35,390	5.8%	304,501	5.8%
3-4	384	26.3%	34,649	6.0%	299,416	7.0%
5-9	219	57.5%	15,840	5.7%	156,135	7.2%
10-19	113	42.5%	11,735	4.9%	113,697	5.4%
20+ Units	62	12.9%	24,127	3.4%	244,892	5.3%
Mobile home	298	6.0%	1,874	4.4%	24,117	8.1%
Other	0	N/A	108	51.9%	623	50.6%

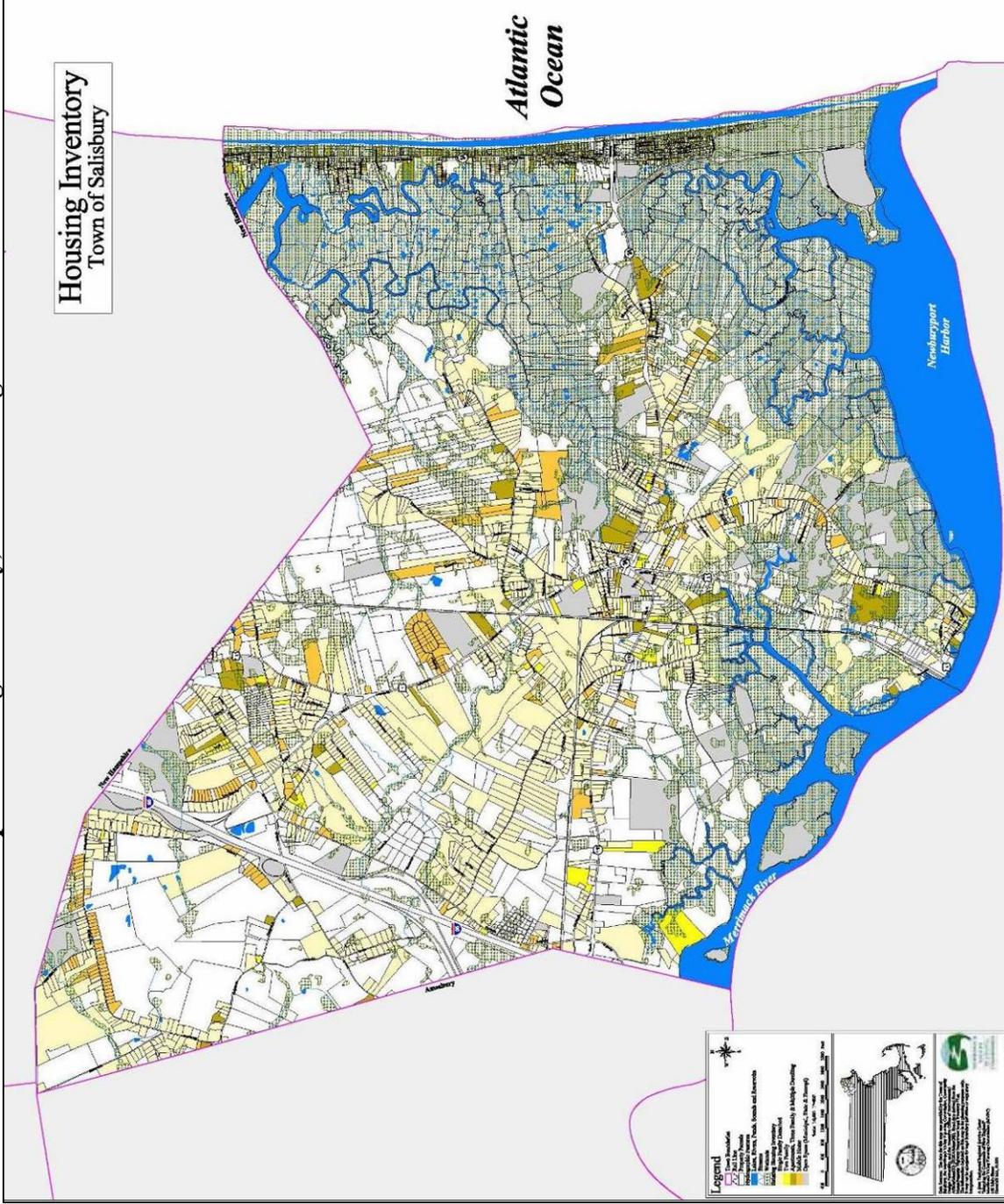
Source: Census 2000, Summary File 3 Tables H30, H31.

As a percentage of the total housing inventory, multi-family units are less common in Salisbury (18.7%) than in Essex County (30.1%), and this is also true for attached single-family units such as townhouses or row houses. Salisbury stands out in another way,

however: mobile homes make up a disproportionately large share of the town's total housing inventory. In fact, 16% of Essex County's entire mobile home inventory is in Salisbury and Salisbury ranks second out of 34 Essex County communities for absolute number of mobile homes.

The high percentage of vacant properties is a reflection of Salisbury's large percentage of seasonal homes and rental units. Excluding seasonal units, in April 2000 7.9% of Salisbury's housing was vacant and available for occupancy, primarily rental. The town had only 15 homes for sale, for a homeownership vacancy rate of .08%; and 310 units for rent, for a rental vacancy rate of 24.2%. Many if not most of the vacant rental units were off-season rental units that would soon revert to high-cost summer rentals for families vacationing at Salisbury Beach.

Map 3: Housing Inventory, 2006 Housing Plan



Housing Characteristics

The age, condition and value of homes in Salisbury offer both a snapshot of the town's physical character and some insight into current and future needs. An inventory of the town's housing types is shown on Map 3 – multi-family housing types are shown in shades of yellow, mobile home parks in orange.

Single Family: Since single-family homes are the most common form of housing in Salisbury, their characteristics influence the visual and social fabric of the town. Salisbury's older homes are of a generally modest size, with those built during the interwar period of 1920 to 1945 the smallest. Homes have been dramatically increasing in size since the 1980's with the newest homes being the largest, having more rooms, more living area and amenities, and more land. These differences make an average profile of Salisbury's single-family homes somewhat deceptive, but generally it can be said that compared to many small towns in Eastern Massachusetts, Salisbury homes tend to be somewhat smaller and with fewer amenities such as in-ground pools and multiple fireplaces.

A related class of single-family homes in Salisbury consists of parcels with a detached second dwelling unit, such as a cottage or an older non-residential structure converted at some point to residential use. Sometimes, the second dwelling unit is a mobile home, but in most cases the unit is a permanent, free standing, wood-frame building smaller than the principal residence. Salisbury has 88 of these properties and most were developed prior to 1940. Not surprisingly, their average lot size of one and a half acres exceeds the town-wide average for conventional single family homes (.91 acres). In addition, Salisbury has ten single-family homes on large parcels, all in association with land under Chapter 61 or 61A agreements and most in the Salisbury Plains area. These forest and farm properties occupy a combined total of about 712 acres and most are resident owned. Much of the farmland is used for pasture or production of forage crops or vegetables.

Table 21 provides a summary profile of Salisbury's present single-family home inventory.

Table 21: Physical Characteristics & Value of Single-Family Homes by Year Built

Averages									
Year Built	Total Value	Lot Size (Ac.)	Gross Bldg Sq Ft	Net Bldg Sq Ft	Height (Stories)	No. of Rooms	No. of Bedrooms	No. of Baths	Building Value Per Sq Ft
Pre-1900	\$288,301	1.05	3,507	1,796	1.9	6.7	3.2	1.5	\$67.09
1900-1919	\$268,444	0.53	2,784	1,433	1.7	5.9	3.0	1.4	\$65.21
1920-1929	\$232,610	0.61	2,462	1,301	1.6	5.4	2.7	1.3	\$65.38
1930-1939	\$226,682	0.56	2,274	1,233	1.4	5.3	2.6	1.3	\$68.81
1940-1949	\$250,810	0.52	2,503	1,289	1.5	5.6	2.9	1.3	\$69.90
1950-1959	\$235,055	0.50	2,624	1,344	1.3	5.3	2.7	1.3	\$74.72
1960-1969	\$246,947	0.66	2,956	1,565	1.3	5.8	2.9	1.5	\$75.58
1970-1979	\$280,082	0.74	2,886	1,733	1.2	6.2	3.1	1.6	\$80.76
1980-1989	\$320,584	1.54	3,666	2,030	1.5	6.3	3.0	1.9	\$82.17
1990-1994	\$341,568	1.10	3,699	2,004	1.6	6.1	3.1	2.3	\$91.04
1995-1999	\$347,520	1.81	3,855	2,112	1.7	6.3	3.1	2.3	\$94.37
2000-2004	\$381,690	1.42	4,470	2,479	2.0	6.4	3.0	2.8	\$92.15

Source: Salisbury Assessor's Office, Banker & Tradesman data file. Note: Values are based on preliminary FY06 assessments not final as of the date of this report. Table 10 excludes new lots without a completed single-family home.

Condominiums: Salisbury's 437 condominiums likewise do not follow an easily discernible pattern since many were created by converting older multi-family rental properties while some of the newest condominium units are in Chapter 40B developments where their assessed values reflect a combination of market-rate and affordable units. Still, there is a significant spread in unit sizes and values and overall, Salisbury's condominium inventory offers choices to single people and couples at most market levels and in more limited cases to small families. It is also clear that many condominiums in Salisbury are investor owned or held for seasonal occupancy, because for roughly half of the units, the owner's tax bill address differs from the unit location. The majority of the town's condominiums are located within the beach district.

Table 22: Physical Characteristics & Value of Condominiums by Year Built

Year Built	Averages								
	Total Value	Lot Size (Ac.)	Gross Bldg Sq Ft	Net Bldg Sq Ft	Height (Stories)	No. of Rooms	No of Bedrooms	No. of Baths	Building Value Per Sq Ft
Pre-1900	\$145,600	N/A	1,546	874	2.0	5.0	2.0	1.0	\$166.59
1900-1919	\$281,400	N/A	1,741	1,205	1.5	4.0	2.0	1.8	\$233.53
1920-1929	\$179,171	N/A	1,130	787	1.2	4.6	2.4	1.2	\$227.45
1930-1939	\$384,333	N/A	2,989	1,883	1.6	6.3	3.0	2.3	\$202.33
1940-1949	\$218,961	N/A	1,153	796	1.0	4.8	2.6	1.1	\$275.00
1950-1959	\$162,600	N/A	1,275	647	1.0	3.9	1.6	1.0	\$251.21
1960-1969	\$170,909	N/A	1,135	814	1.0	4.1	2.8	1.1	\$209.85
1970-1979	\$219,395	N/A	2,012	1,276	2.0	4.7	2.6	2.0	\$171.29
1980-1989	\$313,162	N/A	1,757	1,289	1.4	5.2	2.7	1.8	\$239.16
1990-1999	\$297,854	N/A	1,472	1,201	1.3	5.2	2.8	2.0	\$247.94
2000-2004	\$219,091	N/A	1,713	1,145	1.6	4.2	1.9	1.8	\$191.31

Source: Salisbury Assessor's Office, Banker & Tradesman data file.

Two-family homes remain the second most prevalent housing type in Salisbury with the 2000 census reporting 595 dwelling units, which is generally consistent with local records. They can be found all over Salisbury and include a variety of styles and sizes. Nearly half were created through single-family home conversions, and these units are often the oldest two-family homes in Salisbury's housing inventory (five predate 1800). Duplexes, raised ranches and raised colonials are common two-family styles in Salisbury. The units are generally in good condition, yet except for the newest two-family homes and those built before 1900, Salisbury's two-family dwellings are fairly modest: two bedrooms and one plus bathroom per unit, an average property value of \$324,020, and land values that exceed the value of the buildings themselves.

Table 23: Physical Characteristics & Value of Two-Family Homes by Year Built

Year Built	Averages								
	Total Value	Lot Size (Ac.)	Gross Bldg Sq Ft	Net Bldg Sq Ft	Height (Stories)	No. of Rooms	No of Bedrooms	No. of Baths	Building Value Per Sq Ft
Pre-1900	\$313,142	0.86	5,239	2,669	2.1	10.0	4.9	2.3	\$30.39
1900-1919	\$341,038	0.21	3,638	2,088	1.9	10.0	5.3	2.4	\$31.53
1920-1929	\$311,900	0.24	3,308	2,131	1.9	9.1	5.0	2.4	\$34.89
1930-1939	\$334,076	0.50	3,087	2,015	1.8	9.6	4.9	2.3	\$39.17
1940-1949	\$296,300	0.09	3,150	2,012	1.7	8.7	4.5	2.4	\$39.03
1950-1959	\$269,461	0.22	3,018	2,038	1.5	8.4	4.4	2.4	\$41.11
1960-1969	\$263,394	0.26	3,270	1,992	1.5	8.6	4.4	2.3	\$38.88
1970-1979	\$359,033	0.26	3,509	2,230	1.6	9.1	4.3	2.4	\$51.94
1980-1989	\$403,188	0.18	3,873	2,619	2.0	9.9	4.4	2.9	\$53.40
1990-1999	\$646,500	0.12	6,057	3,748	2.8	10.7	6.0	4.3	\$46.71
2000-2004	\$553,525	0.14	7,269	4,158	2.4	11.3	6.8	3.5	\$48.03

Source: Salisbury Assessor's Database

Multi-family homes offer modest housing in generally good condition and can typically be found around Salisbury Beach on building lots of a quarter acre or smaller. Over half of these dwellings are non-resident owned.

Larger rental buildings with more than nine units are not common in Salisbury because the town is small and its land use pattern has traditionally favored densely developed small-scale housing or single family homes on large rural lots. The town has just six rental properties with buildings of nine plus units, including an 80-unit elderly public housing development owned by the Salisbury Housing Authority, a privately owned 30-unit subsidized elderly development and a 30-unit assisted living facility. Other properties include a motel-style building and two buildings with small garden apartments.

Mobile homes serve as a major source of affordable housing in Salisbury. The Census Bureau identified 298 mobile home units in 2000, or 7.2% of the town’s total housing inventory. Mobile homes exist on individual privately owned lots and in mobile home communities such as on Folly Mill Road in Salisbury Plains, Heritage Park and Kendall Lane off the Route 1 corridor (Lafayette Road) and Liberty Street within the beach district. Some of the town’s mobile homes provide vacation or seasonal housing options, but most appear to be year-round occupied and usually by seniors. Salisbury’s mobile homes also provide housing that is fairly stable, for only eight of the units were sold in arm’s-length transactions between 2000 and 2005.

Seasonal homes make up 17% of Salisbury’s housing stock. While high compared to its neighbors and most non-beach towns in the state, the number of seasonal housing units has dropped dramatically in the last 30 years as cottages have been winterized and converted to year-round units or demolished and replaced with larger homes. In the federal census tract that includes Salisbury Beach, the number of seasonal units declined from 63% to 28% of the total housing inventory from 1970 to 2000.

Recent Housing Development

According to information collected by the US Census Bureau, the town has issued building permits for 544 residential units between 2000 and 2006, representing a growth of 13% since the 2000 Census. This represents a ten-year growth rate of about 18%, or about 4 percent slower than the 22% housing growth of the 1990s.

An analysis of the town’s Assessors data provided a break down of the types of units being constructed between 2000 and 2006.

Table 24: Residential Building Activity, 2000-2006

Type of Dwelling	Percent of All Units Built
Single Family	38.7%
Condominium	57.2%
Mobile Home	2.2%
Two Family	1.1%
Multiple Housing on One Parcel	<1%
Apartments of 4 to 8 units	<1%

Source: Analysis of Town Assessors database. Based on “Year Built”.

Tenure

Ownership¹⁸

About 69% of Salisbury’s households own the housing they occupy. Married couple families are more likely to own their own homes in Salisbury, while single parents and non-family households are more likely to rent. Nearly 74% of all the owner occupied households in

¹⁸ Housing Needs Assessment, 2005
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Salisbury are family households, compared to 43.6% of renters. More than 81% of these family households live in a married couple family, compared to 58.1% of renter families. 31.7% of all non-family, owner occupied households are elderly.

As the town contemplates its future housing needs, it is prudent to consider the 455 Salisbury residents who were between the ages of 15-24 at the time of the 2000 census, as they will begin to come of age and start families of their own over the upcoming years. In addition, of the 857 residents between the ages of 55-65, many will be entering retirement and may be ready to explore new housing opportunities, which could free up existing homes for the next generation of Salisbury families. Salisbury has a high percentage of elderly low income home owners who may be interested in smaller ownership units designed for older citizens if provided with affordable options that allow them to maintain more of their assets than recent 40B proposals allowed.

Table 25: Characteristics of Homeownership Households in Salisbury as of 2000 Census

Owner-occupied housing units	Number	Percent
Family households	1,559	73.8
Householder 15 to 64 years	1,285	60.8
Householder 65 years and over	274	13.0
Married-couple family	1,264	59.8
Male householder, no wife present	90	4.3
Female householder, no husband present	205	9.7
Non-family households	554	26.2
Householder 15 to 64 years	378	17.9
Householder 65 years and over	176	8.3

Source: 2000 US Census

Rental

About 31% of Salisbury’s households rent the housing unit they occupy, a somewhat smaller percentage than in neighboring Amesbury or Newburyport. Though unlike Amesbury and Newburyport that show decreases in rental units since 1990, Salisbury experienced significant 10-year growth in the number of renter-occupied units reported by the Census – an absolute increase of 295 units (Table 26). This seems to indicate that Salisbury has absorbed some of the rental housing demand that was effectively displaced by homebuyer market forces in neighboring communities. Since 2000, however, some of Salisbury’s small, older multi-family properties have been redeveloped as condominiums.

It is interesting to note that of Salisbury’s rental properties, more than one third are single family homes. This is a dramatically high percentage (36.3%). For comparison: in the same time period only 9.6% of all rental housing in Massachusetts was located in single-family homes. This is in part due to the single family vacation units that make up a large percentage of Salisbury’s rental housing.

Data also reflects that rental opportunities in Salisbury are vulnerable to vacation market demand, such as off-season rentals that shift to vacation rentals over the summer. Salisbury and the region have very little housing developed for year round rental occupancy, and much of what does exist is public housing subject to income, age or disability restrictions.

Table 26: Change in Renter-Occupied and Vacant Units in Salisbury, Amesbury & Newburyport, 1990-2000

Community & Units in Structure	Census 2000		1990 Census		Absolute Change	
	Occupied Units	%Renter-Occupied	Occupied Units	%Renter-Occupied	#Renter Units	#Vacant Units
Salisbury						
1-FamilyDetached	1,913	16.5%	1,509	9.8%	118	-85
1-FamilyAttached	79	45.6%	65	15.3%	18	7
2-Family	315	66.0%	251	23.3%	64	-88
3-4units	283	72.4%	146	26.0%	91	-192
5+units	212	87.3%	135	85.9%	69	-22
Mobile home	280	6.4%	381	13.4%	-44	-62
Other	0	N/A	35	56.8%	-21	-2
Total	3,082	31.4%	2,522	16.7%	295	-444
Amesbury						
1-FamilyDetached	3,200	6.7%	2609	7.0%	19	-76
1-FamilyAttached	463	19.7%	335	20.6%	6	-60
2-Family	730	55.3%	795	56.7%	-81	16
3-4units	633	74.7%	470	76.7%	81	-10
5+units	1,316	76.4%	1,197	95.2%	-135	-97
Mobile home	20	25.0%	60	26.2%	-11	-1
Other	0	N/A	56	52.6%	-30	-1
Total	6,362	34.4%	5522	39.1%	-151	-229
Newburyport						
1-FamilyDetached	3,906	7.9%	3343	7.0%	53	-104
1-FamilyAttached	743	24.2%	613	20.4%	39	-48
2-Family	632	50.0%	852	56.6%	-205	17
3-4units	825	78.2%	703	76.7%	58	-45
5+units	1,421	74.7%	1,142	87.6%	62	-82
Mobile home	10	0.0%	3	25.0%	-1	-1
Other	0	N/A	98	47.6%	-50	-7
Total	7,537	33.3%	6754	34.5%	-44	-270

Source: 1990 and 2000 Census

Age and Condition of Rental Housing

At the time of the 2000 census, the median year built for a rental unit in Salisbury was 1959. While Salisbury has traditionally reported a low percentage of rental units per total housing units in comparison to other Massachusetts communities, it has been closing that gap by

consistently creating a higher percentage of rental units than the state average in each decade over the last 50 years.

Table 27: Age of Renter Occupied Housing Units As Percentage of Total Occupied Units

	Salisbury	Massachusetts
Pre-1950	33.9%	49%
1950 – 1959	17.9%	11%
1960 – 1969	6.4%	12%
1970 – 1979	15.7%	15%
1980 – 1989	14.9%	9%
1990 – 2000	11.2%	4%

Source: 2000 US Census

The fact that Salisbury’s rental housing stock is newer in age is suggestive of a higher quality of rental housing stock, although the high vacancy rate, large number of mobile homes and low median income would support the need to continue utilizing housing rehabilitation programs. The 2004 Community Development Plan sited data from the Salisbury Assessors Office to indicate that only 1.7% of Salisbury’s multi-family housing stock and 1.5% of our single-family housing stock fell in the range of poor – very poor condition.

Profile of Renters and Rental Demand¹⁹

Just as Salisbury residents earn less than residents of other cities and towns in Essex County, so do Salisbury renters. They are poorer, younger and more mobile than their homeowners neighbors. While the median household income throughout Salisbury was \$49,310 for the 2000 census, the median household income of renters was only \$36,543.

Residents paying more than 30% of their gross household income for rent are considered to be at risk of having to choose between paying their rent or purchasing essential living needs, such as food and medicine. In 2000, 32.2 % of all renter households in Salisbury paid 30% or more of their gross household income for rent, compared with 36.4% of all renter households statewide. 15.7% of Salisbury’s rental population is considered exceptionally high risk because they are paying 50% of their gross household income for rent.

¹⁹ Salisbury Housing Needs Assessment, 2005
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Table 28: Gross Rent as a Percentage of Household Income, 1999

% of Household Income	Number	Percent
25 to 29 percent	110.0	11.4%
30 to 34 percent	74.0	7.7%
35 to 39 percent	19.0	2.0%
40 to 49 percent	65.0	6.8%
50 percent or more	151.0	15.7%
Not computed	37.0	3.9%
Median	22.8	(X)

Source: 2000 US Census

According to the 2000 US Census, 55.4% of Salisbury's renter households are made up of non-families, while 44.6% are made up of families. Salisbury also has a lower percentage (16.8%) of all householders age 65 and over living in rental housing than the state average of 19%. Table 29 shows additional demographic information on composition of households renting in Salisbury as of 2000.

Table 29: Household Composition of Renter Occupied Housing Units

Household Composition	Number	Percent
Family households	432	44.6
Householder 15 to 64 years	386	39.8
Householder 65 years and over	46	4.7
Married-couple family	251	25.9
Male householder, no wife present	51	5.3
Female householder, no husband present	130	13.4
Non-family households	537	55.4
Householder 15 to 64 years	406	41.9
Householder 65 years and over	131	13.5

Source: 2000 US Census

Comparison of the number of persons per rental unit against the bedroom sizes available in the market does not suggest any obvious gaps between availability and need in relation to the number of bedrooms. It should be noted that 68.6% of the occupied rental units in Salisbury have two bedrooms or less, while 31.4% have three to four bedrooms.

Table 30: Number of Bedrooms per Rental Unit

Number of Bedrooms	Number	Percent
No bedroom	9	0.9%
1 bedroom	336	34.7%
2 bedrooms	319	33.0%
3 bedrooms	263	27.2%
4 bedrooms	41	4.2%
5 or more bedrooms	0	0.0%

Source: 2000 US Census

Housing Market (availability/affordability)

Salisbury has attracted fairly strong interest from residential developers in the past five years. New homes and condominiums, condominium conversions, and major alterations to existing housing units have contributed 61-89% of Salisbury’s new growth revenue each year, and building permit statistics suggest that Salisbury has already added about 306 new homes to its Census 2000 housing inventory of 4,156 units. Even though the market softened in 2003-2004, single-family home and condominium prices have increased significantly in Salisbury. Table 31 compares recent median sale prices for single-family homes and condominiums in Salisbury, Amesbury and Newburyport.

When the recession lifted in the early 1990’s, market values in Salisbury’s region began to accelerate, though not as rapidly as in areas closer to Boston or along I-495 west of the city. In fact, Salisbury homes did not recover to their pre-recession market values until the middle of 1998, roughly a year after the market had turned in Amesbury and Merrimac. Salisbury’s response to the recession was similar to many communities with a large base of moderately-priced homes: the recovery process trailed an upswing in the market nearby.

More interesting, is the dramatic rise in Salisbury home prices after 1999. Although Salisbury still offers the region’s least expensive single-family houses, home values have appreciated more rapidly here than in all other communities nearby. From 2000-2004 Salisbury’s median single-family home price increased by 77% while neighboring communities saw only a 47 – 69% rise. Condominium values in Salisbury have also increased dramatically: 67% compared to 52% in Newburyport, and close to the 69% increase in Amesbury.

Table 31: Median Single-Family Home and Condominium Sale Prices, 2000-2004

Year	Single-Family Homes			Condominiums		
	Amesbury	Newburyport	Salisbury	Amesbury	Newburyport	Salisbury
2000	\$212,000	\$292,250	\$175,000	\$106,250	\$212,000	\$137,500
2001	\$247,000	\$334,000	\$183,000	\$127,750	\$242,900	\$180,000
2002	\$275,000	\$345,000	\$230,000	\$141,000	\$262,500	\$219,004
2003	\$300,000	\$380,000	\$270,000	\$165,000	\$279,900	\$263,000
2004	\$320,400	\$430,000	\$310,000	\$180,000	\$324,900	\$229,900

Source: The Warren Group

While Salisbury offers more lower priced housing options than communities nearby, the town also has lower household income rates than neighboring towns and much lower incomes than households in communities elsewhere in the Boston region. Table 32 shows that although Salisbury has a small percentage of households with extremely low incomes (below \$10,000), households with low and moderate incomes comprise a larger percentage of all households in Salisbury than in Essex County, or the State, and households with high incomes are far less common. For example, nearly one fifth of all households in Essex County have annual incomes of \$100,000 or more, while just over one tenth of households in Salisbury have such incomes greater than \$100,000.

Table 32: Incomes by Household Type & Distribution of Incomes by Income Range

Income Measure	Salisbury	Essex County	Massachusetts
Median Household Income	\$49,310	\$51,576	\$50,502
Median Family Income	\$56,327	\$63,746	\$61,664
Median Non-Family Income	\$29,755	\$27,953	\$29,774
Household Income Distribution			
< \$10,000	6.9%	8.7%	8.8%
\$10,000-\$14,999	6.1%	5.5%	4.9%
\$15,000-\$24,999	9.9%	9.9%	10.2%
\$25,000-\$34,999	11.2%	10.0%	10.4%
\$35,000-\$49,999	16.7%	14.2%	14.5%
\$50,000-\$74,999	24.0%	19.6%	19.6%
\$75,000-\$99,999	14.5%	13.1%	12.8%
\$100,000-\$149,999	8.2%	11.6%	10.9%
\$150,000-\$199,999	2.3%	3.6%	3.3%
\$200,000+	.2%	3.8%	3.5%

Source: Census 2000, Summary File 3 Tables P52, P54, P77, P80

Affordable Housing

In spite of continued efforts to make affordable housing and low and moderate income households understandable terms, they continue to be misunderstood by many. And due to their technical definitions, they are difficult to distill into easy descriptions.

Affordable housing refers to housing that has a sale price or rental amount that is within the means of a household that may occupy *middle-*, *moderate-*, or *low-income* housing. In general terms it means housing in which ownership costs (including the mortgage, amortization, taxes, insurance and any homeowner or association fees) or rental costs (including rent and utilities) do not exceed 30% of the household’s annual gross income (AGI).

Further, affordable housing can be classified as low-income, moderate-income or middle-income. This refers to the targeted household based on median annual income. *Low-income* is defined to be a household earning less than 80% of the median annual income (adjusted for household size as determined by the United States Department of Housing and Urban Development). *Moderate income* is defined to be a household with a gross household income that is greater than 50% but does not exceed 80% of the median gross household income. *Middle-income* is defined as a household with gross household income greater than 80% but does not exceed [specify a number within a range 95-120%] of the median gross household income.

Using Salisbury’s median family income, and discounting family size for ease of representation, the following chart shows what low-, moderate- and middle-income means in Salisbury. It shows that between one third and one half of all Salisbury households would be eligible for low-income housing and roughly between 10 and 25% would be eligible for moderate income affordable housing.

Table 33: Estimated % of Households and Gross Annual Household Income by Income Ranges

Household Income as Percent of Median Household Income	Gross Annual Household Income	Estimated Percent of Salisbury Households
Low-income: less than 80%	<\$39,448	> 34% and < 50%
Moderate-income: 50%-80%	\$24,655-\$39,488	>10% and <27%
Middle-income: 80%-100%	\$39,488-49,310	<16%

However, the next step to ownership is to actually be able to afford the housing that is available. Affordability is based on having standard ownership or rental costs not to exceed 30% of household income. Housing costs above the 30% indicate the household is “housing cost burdened” meaning a disproportionate amount of the households income is spent on housing, making the household at risk for not being able to afford other necessities such as transportation, food and health care. When we look at that statistic, it shows that affordable housing for low income households should cost no more than \$987 a month including mortgage, amortization, taxes and insurance.

With these statistics it is easy to see why so many people in the community are unable to own their own homes through conventional means and why providing homeownership subsidies and rental options is critical for assuring all households are adequately and affordable housed.

Subsidized & Assisted Housing

Chapter 40B

Chapter 40B is a state statute that enables local Zoning Boards of Appeals (ZBAs) to approve affordable housing developments under flexible rules if at least 20-25% of the units have long-term affordability restrictions. Also known as the Comprehensive Permit Law, Chapter 40B was enacted in 1969 to help address the shortage of affordable housing statewide by reducing unnecessary barriers created by local approval processes, local zoning, and other restrictions.

The goal of Chapter 40B is to encourage the production of affordable housing in all cities and towns throughout the Commonwealth. The standard is for communities to provide a minimum of 10% of their housing inventories as affordable. A total of 47 cities and towns have now met that standard. While a comprehensive permit under Chapter 40B can be proposed in any community, those communities that fall below the 10% threshold must approve a Chapter 40B development unless there is a valid health, safety, environmental, design, open space, or other local concern relating to the proposed development that clearly outweighs the housing need represented by the 10% threshold..

Many communities have used Chapter 40B to successfully negotiate the approval of quality affordable housing developments. The program is controversial, however, because the developer (a nonprofit organization or limited-dividend company) has a right of appeal if the local zoning board rejects the project or imposes conditions that are uneconomic. Today 8.33% of Salisbury's year round housing inventory is affordable (or Chapter 40B) as defined by the State. When the town achieves its minimum goal of 10%, it then has the option of accepting or rejecting Chapter 40B housing developments.

Chapter 40B homeownership developments are currently the only source of new affordable housing production in Salisbury. Because the minimum required mix in a 40B homeownership development (including single-family developments and condominiums) is 25% low- and moderate-income units, such developments generate three market-rate units for every one Chapter 40B unit, which increases the amount of affordable housing that Salisbury has to create in order to achieve the 10% statutory minimum. In contrast, every apartment in a Chapter 40B rental development qualifies for the Subsidized Housing Inventory even though nearly all for-profit rental developments also generate three market rate units for every one affordable unit. By adopting this policy, the state hoped to encourage communities to approve comprehensive permits for new rental housing because affordable rental units are in such short supply, particularly in Eastern Massachusetts.

The Chapter 40B Subsidized Housing Inventory reported in the 2006 Salisbury Housing Plan includes 172 units in Salisbury, or 4.98% of the town's 3,456 year-round housing units

reported in the 2000 Census. Today the inventory is at 8.33%, a dramatic increase due to recent condominium developments. The largest subsidized housing development is the Salisbury Housing Authority’s Great Meadows Village, an 80-unit public housing development for seniors and persons with disabilities. Another elderly rental development, Bayberry Point, offers 30 subsidized units for seniors over 62 and disabled non-elders. Table 34 lists units recognized by the state as Chapter 40B units in Salisbury in the 2007 Subsidized Housing Inventory.

Table 34: Salisbury Chapter 40B Subsidized Housing Inventory

Name of Development	Address	Type	Total Subsidized Units	Affordability Expires
Great Meadows Village	Beach Rd.	Rental	80	Perpetuity
Bayberry Point	Beach Rd.	Rental	30	2042
Windgate at Salisbury	Beach Rd.	Ownership	18	Perpetuity
Salisbury Woods	Bridge Rd.	Ownership	17	Perpetuity
Falling Leaf	off Ferry Rd.	Ownership	13	Perpetuity
Beach Road Estates	Beach Rd.	Ownership	7	Perpetuity
DMR Group Homes	Confidential	Rental	8	N/A
Housing Rehab Program	Multiple	Mix	23	2018-2021
Beach Road	Beach Rd.	Ownership	2	2103
Heritage Park	Lafayette Rd.	Ownership	23	2019
Northpointe Village	Seabrook Rd.	Ownership	12	Perpetuity
Link House Inc.	Elm St.	Rental	38	2046
Total Chapter 40B Units, December 2005			172	
Chapter 40B Percentage, December 2005			4.98%	
Chapter 40B Units, August 2007			288	
Chapter 40B Percentage, August 2007			8.33%	
Total Year-Round Units, April 2000			3,456	

Source: DHCD, January 2007 and Salisbury Planning Department

Finally, it should be noted that the town's recent progress toward the Chapter 40B threshold will be reversed within five years as a result of the manner in which the Chapter 40B percentage is computed. The percentage is calculated on the basis of the total number of year-round housing units reported in the most recent decennial federal census: that is, while new subsidized units are added to the inventory on an ongoing basis, the denominator in the formula changes only once every ten years. As a consequence, Salisbury's Chapter 40B percentage will drop significantly when the 2010 census of housing data are released in 2011. Not only has there been an upswing in the amount of residential development during the last few years, but it is likely that the trend toward conversion of seasonal units to year-round occupancy is continuing. From 2000 through June 2007, building permits were issued in Salisbury for 476 residential buildings containing a total of 576 new dwelling units.²⁰ Assuming that this trend continues through 2009, the town's ten-year housing growth will be 768 dwelling units, bringing the total housing stock to 4,924. Then, assuming that all the new units will be in year-round occupancy (and assuming no further conversion of existing seasonal units to year-round occupancy), the year-round housing stock in 2010 will be 4,224 units, and the current (2007) inventory of 288 Chapter 40B units would drop to 6.8% of the town's year-round units. Therefore, in order to attain the 10% threshold by the year 2010, Salisbury will need to permit 150 new Chapter 40B units in the next four years, if all such units are for rental occupancy. If the new Chapter 40B units are in homeownership developments (with 25% of the units designated as affordable), the town will need a total of 896 new units, in addition to the projected growth in market-rate housing.

Table 35: Additional Chapter 40B Units Needed to Reach 10% Threshold

	August 2007 (estimated)	April 2010 (projected)
Total housing units	4,156	4,924
Year-round housing units	3,456	4,224
Year-round market-rate units	3,168	3,936
Chapter 40B housing units	288	288
Chapter 40B percent of total year-round units	8.33%	6.82%
Additional units to reach 10% Chapter 40B threshold:		
Affordable units in Chapter 40B rental developments	64	150
Total units in Chapter 40B ownership developments (25% affordable)	384 (96)	896 (224)

Section 8

Section 8 is a federal government housing assistance program for low-income families and individuals. Section 8 assistance may be in the form of rent vouchers given to tenants to help pay their rent; homeownership assistance to help pay a mortgage loan; or project-based subsidies used to keep rents low in specific private housing developments. With a Section 8 tenant-based voucher, a family may choose its own apartment. The apartment must be safe

²⁰ <http://censtats.census.gov/bldg/bldgprmt.shtml>, accessed August 19, 2007.

and clean, and the rent must be reasonable. Families usually pay 30% of their income for rent, and the Section 8 program pays the rest. If the family moves, they may use their voucher for a different apartment. The waiting list for family subsidized housing through Section 8 Vouchers is currently closed. The Section 8 Voucher wait list was last open for five business days in September of 2002. Over 2,700 applicants submitted pre-applications, from which the lottery chose 250. So far 22 vouchers have been issued. The wait list for Section 8 Vouchers “could not be served in the next 2 years,” the maximum estimate. Clearly there is a large unmet need for family subsidized housing.

Elderly and Disabled Housing

According to the 2005 Housing Needs Assessment the waiting list for elderly and disabled subsidized housing ranges from one and a half years to five years. There are currently 364 people on the wait list for Great Meadow Village (254 elders and 164 non-elders) and 31 people on the wait list for Bayberry Point.

Unmet Needs²¹

Affordable Ownership Units

Based on a recent analysis by the Salisbury Housing Partnership, the ownership units created by recent 40B projects have not met the needs of people in Salisbury. They found that the “affordable” prices of these units are not affordable for the majority of residents in the town. Many of the units that have been built have been marketed to individuals over the age of 55. The strict limitations of assets participants are allowed to maintain, combined with the small band of income eligibility have combined to limit eligibility to very few.

While the median household income throughout Salisbury was \$49,310 at the time of the 2000 census, the median household income for renters was only \$36,543. The following table is designed to estimate how much buying power the renters of Salisbury have, based on 5% down, 30 year loans, with 6% interest and no home owners association or condo fees, while paying no more than 30% of their gross income in housing costs:

²¹ Housing Needs Assessment, 2005
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Table 36: Number, % and Affordability Range by Income of Renter Occupied Housing Units

Household Income	Number	Percent	Affordability Range
Less than \$5,000	31	3.2	
\$5,000 to \$9,999	144	14.9	
\$10,000 to \$14,999	98	10.1	
\$15,000 to \$19,999	47	4.9	\$50,000 - \$67,000
\$20,000 to \$24,999	51	5.3	\$67,000 - \$83,000
\$25,000 to \$34,999	84	8.7	\$83,000 - \$117,000
\$35,000 to \$49,999	197	20.4	\$117,000 - \$167,000
\$50,000 to \$74,999	178	18.4	\$167,000 - \$250,000
\$75,000 to \$99,999	63	6.5	\$250,000 - \$334,000
\$100,000 to \$149,999	67	6.9	\$334,000 - \$501,000
\$150,000 or more	8	0.8	\$501,000 +

Source: *Housing Needs Assessment, 2005*

According to The Warren Group, the median sales price for a single family home in Salisbury for 2004 was \$310,000. Assuming that Salisbury residents have experienced an annual income increase at the area rate of about 3.8%, it can be estimated that, based on income alone:

- Only 25.2% of *all* Salisbury households could afford to purchase a median priced home in the Town of Salisbury; and
- Only 14.2% of Salisbury's *renter* households can afford a median priced rental home in the town.

Because the owners of mobile homes are likely to earn less than other home owners in Salisbury, this population is more likely to become displaced as these structures deteriorate. There are currently 298 mobile homes in the Town of Salisbury, representing 7.2% of the town's entire occupied housing stock. It is recommended that the town continue to seek grants, low-interest loan opportunities and other outside funding to assist residents living in mobile homes to repair and replace these structures.

In addition to the overwhelming increases in housing costs over the past few years, many current renters may feel locked out of the local housing market because they have had difficulty saving toward a down payment or are simply not aware of how they can qualify for a mortgage. The Salisbury Housing Partnership Committee recommends that the town work with Amesbury and Coastal First Time Homebuyers to tap into educational programs currently available for new homeowners through local vendors, HUD and other agencies. They also recommend that the town consider establishing a Down Payment Assistance Program to assist first time homebuyers with initial down payments.

Affordable Rental Units

While renting is typically a less expensive option than homeownership it still is a cost that many in Salisbury are unable to reasonably meet. There are currently 309 renter households paying more than 30% of their income for rent, with 151 of those households paying more than 50%. Salisbury has a low percentage of renting seniors, indicating there may be a need for additional rental options for this age group. There are also hundreds of households with no year round housing option, homeless or living in local hotels or campgrounds at seasonal rates. These are the households representing the greatest need.

These numbers, as well as the cost of local real estate, would suggest that Salisbury give preference to multi-unit dwellings in its criteria for the development of affordable rental options. Only 3.54% of Salisbury is currently zoned to support multi-unit residential areas, while Smart Growth principles and many funding opportunities support multi-unit housing. The DHCD indicates a direct correlation between multi-unit housing and affordability. The SHPC supports the development of multi-unit housing in the Town of Salisbury, while recognizing the challenge of creating such housing to fit harmoniously with the scale of the community. Salisbury must continue educating the public and working with the Zoning Review Committee and other town boards to develop zoning to support more multi-unit development in Salisbury.

Based on information received from the Salisbury Housing Partnership Committee, affordable rental housing represented the highest unmet housing need in Salisbury. The second most pressing need is assisted living housing for ages 55 and over. There is currently one assisted living facility with 30 beds.

Addressing Housing Needs

According to the recently adopted Salisbury Housing Plan, Salisbury recognized the need for an affordable housing plan in the late 1990s when the town received several comprehensive permit, also called Chapter 40B proposals. In addition, a visioning process for the town's E.O. 418 Community Development Plan revealed concerns that the price of housing had increased to the point that Salisbury was becoming unaffordable for many of its own residents. Since then, Salisbury has begun to establish local capacity and undertaken additional planning initiatives to implement the Community Development Plan and address housing needs.

- A Zoning Review Committee (ZRC) was established at the 2004 Annual Town Meeting, and in June 2004, the Board of Selectmen created the Salisbury Housing Partnership Committee (SHPC) to evaluate the town's housing needs.
- At the 2005 Annual Town Meeting, the ZRC proposed two zoning changes to encourage affordable housing development: inclusionary housing and flexible residential development. Town Meeting approved both initiatives.
- The SHPC published a comprehensive Housing Needs Assessment in June 2005 and was instrumental in gaining Town Meeting support to establish an Affordable Housing Trust Fund.

- The town held visioning session for the downtown Salisbury Square in October 2005 as a precursor to creating a zoning proposal for the area that would encourage upper-floor residential uses in this district and permit two family homes in residential areas near the Square..

Since the adoption of the Salisbury Housing Plan in 2006 additional progress has been made through zoning changes.

- In 2007 Salisbury voted to create a Motel Reuse Overlay District to encourage motel owners to consider redevelopment to promote a variety of housing choices including affordable units and to guide growth toward established areas.
- The town simultaneously approved the Village Residential Overlay District to provide for a variety of one- and two-family housing opportunities in neighborhoods adjacent to Salisbury Square in a manner compatible with existing neighborhood scale and architectural styles; and to encourage housing development near goods and services.
- The Village Center District approved at the same time encourages redevelopment of Salisbury Square as a village center with a mix of pedestrian-oriented businesses and housing. It will allow mixed use buildings with businesses and residences on the same parcel.

Housing Goals²²

The 2006 Salisbury Housing Plan lists the housing goals that were developed in response to the Salisbury Community Development Plan and Salisbury Housing Needs Assessment. The goals include:

Increase the supply of low- and moderate-income rental housing for individuals of all ages, and families.

The Comprehensive Housing Affordability Strategy (CHAS) data indicate that nearly 40% of Salisbury's renter households have incomes at or below 50% of AMI (Annual Median Income) and would qualify for subsidized rental housing. Although elderly renters surpass other renters for high incidence of very-low income households, they also have a lower incidence of housing cost burden than small families, single people and non-family households. This largely reflects the composition of Salisbury's existing Chapter 40B subsidized Housing Inventory because the town's only subsidized rental units are restricted to seniors and persons with disabilities. Further, many below-market rental units that would be affordable to very-low-income people are not available to them because the units are already occupied by tenants who can afford to pay more for housing.

Provide Chapter 40B homeownership units that are actually affordable to Salisbury residents, whose incomes are lower than 80% AMI for the Boston metropolitan area.

Salisbury has needs for safe, decent, affordable homeownership opportunities not only among moderate-income renters, but also moderate-income homeowners living in homes they cannot afford. The need for affordable, suitable homes is particularly evident for small and larger families. Although a moderate-income family of four near Boston may be able to qualify for a mortgage to purchase a Chapter 40B homeownership unit priced from \$173,000-\$194,000, this is not the case for many of Salisbury's working families. Given the depressed incomes of Salisbury households, a more responsive pricing scheme for homeownership units would be \$131,500 - \$145,000.

Increase year-round affordable housing opportunities, making use of existing built assets wherever possible and reducing the incidence of homelessness.

As more of Salisbury's traditionally seasonal housing converts to year-round homes, people who have depended on access to affordably priced off-season rentals will have fewer options. A large percentage of Salisbury's homeless population comes from surrounding communities because Salisbury has so much housing that is affordable on a temporary basis.

Reduce the incidence of substandard housing and overcrowded dwelling units, particularly for renters and mobile home occupants.

There is statistical, visual and economic evidence that Salisbury has many substandard housing units and lower income residents that cannot afford to maintain their homes. More than half of all low-cost, owner-or renter-occupied housing units in Salisbury were built before lead-based paint was banned in the 1970s. Further, Salisbury has numerous vacant units available for rent at amounts that are technically affordable to very-low-income people,

²² Salisbury Housing Plan, 2006
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but these low rents go hand-in-hand with poor housing quality. Salisbury also has mobile home residents with housing quality problems and few options to address them, particularly if they do not own the land

In order to supply additional affordable housing in a more economical way than single family housing ***Salisbury should increase the supply of multi-family housing in a manner that respects the urban design context of the community.*** Multi-family buildings should work harmoniously with the town's small coastal community character. This may translate into small-scale multi-unit housing that integrates well with existing neighborhoods. However, larger buildings can be designed to mitigate visual impacts and prevent the appearance of monotonous, bulky structures that conflict with established neighborhoods and business areas. Salisbury also has older motel buildings that could be redeveloped as multi-family housing and provide permanent affordability for low-income families.

Homelessness is a regional problem that needs regional solutions. ***The town should develop a partnership with regional homeless agencies such as the Massachusetts Coalition for the Homeless to develop strategies to prevent and manage homelessness.*** The Salisbury Housing Partnership Committee has begun reaching out to public officials to assist them in obtaining more information about Salisbury's homeless student population in order to develop meaningful solutions. In addition, the town needs to consider options to reduce the overflow of homeless populations into the community, such as redevelopment of excess motel capacity.

Master Plan Objectives

The Salisbury Master Plan will help to identify the appropriate types and locations for housing and recommend strategies for developing land use regulations, building integrated boards and commissions and providing infrastructure and services that support the town's housing goals.

ECONOMIC DEVELOPMENT

Salisbury has a number of qualities which make it attractive for certain types of economic development. It is located at the junction of two major interstates, it has a low tax rate compared to the region, housing costs are lower than other communities in the region, and it has available developable commercial and industrial land as well as opportunities for redevelopment.

At the same time, the lack of town-wide sewer services, particularly in commercial and industrial zoning districts, and environmental resource constraints create some challenges to attracting more economic development. The town's seasonal fluctuation in population (between the summer and winter months), though an economic driver for the community, can also create hardship for businesses that operate year-round.

The town's commercial zoning districts, which extend along all major road corridors in town to a depth of 400 feet, has resulted in a development pattern of small scale individual establishments that are spread out along the roadways. This type of auto-oriented commercial strip development, though appropriate in some areas of town, may limit the ability of a neighborhood pattern of development (with clusters of uses located close together) to exist. In addition, there may be some areas along major roadways where residential development is preferred, and the current zoning does not protect these areas from commercial uses.

Profile of Salisbury's Economy

Tax Base

The distribution of the tax base among land use categories provides an initial glimpse of the town's economic structure. As indicated in Table 37, residential uses account for approximately 82.8% of the total assessed valuation in Salisbury. This is slightly lower than the norm for Massachusetts communities: for the 350 communities for which Fiscal Year (FY) 2007 data was available, the median residential percentage was 89.7% and the mean was 84.6%. In other words, Salisbury has a somewhat broader tax base than Massachusetts cities and towns generally and less reliance on residential taxes than neighboring communities.

As Table 38 indicates, Salisbury's nonresidential share of the town's tax base is the highest of all of the thirteen nearby northeast Essex County communities. In addition, Salisbury's per capita assessed valuation falls in the middle of the thirteen northeast Essex County communities. Per capita assessed value is often used as a way to gauge a community's affluence.

Table 37: Salisbury's Property Tax Base, FY2007

Classification	Assessed Value	% of Total
Residential	\$1,277,695,220	82.8%
Commercial	\$220,844,694	14.3%
Industrial	\$24,386,755	1.6%
Personal Property *	\$20,135,910	1.3%
Total	\$1,543,062,579	

* "Personal Property" refers to furnishings, equipment, inventory, etc. used in a business, and thus is part of the commercial and industrial tax base.

Source: Massachusetts Department of Revenue

Table 38: Assessed Value by Community, FY 2007

Municipality	Total Assessed Value in FY 2007	C/I/P as % of Total Assessed Values	Assessed Value Per Capita
Essex	\$815,191,000	11.3	\$245,539
Ipswich	\$2,823,627,988	9.8	\$212,415
Newbury	\$1,437,975,207	4.0	\$206,784
Newburyport	\$3,510,329,680	12.7	\$202,874
Gloucester	\$5,864,518,784	8.6	\$191,877
West Newbury	\$819,428,309	1.9	\$191,187
SALISBURY	\$1,543,062,579	17.2	\$182,871
Rowley	\$932,186,202	12.2	\$158,670
Georgetown	\$1,286,613,330	8.9	\$158,645
Groveland	\$933,906,914	7.7	\$137,968
Amesbury	\$2,108,698,590	12.5	\$127,475
Merrimac	\$809,259,812	4.1	\$126,605
Haverhill	\$6,026,841,852	12.7	\$100,154

Source: Massachusetts Department of Revenue

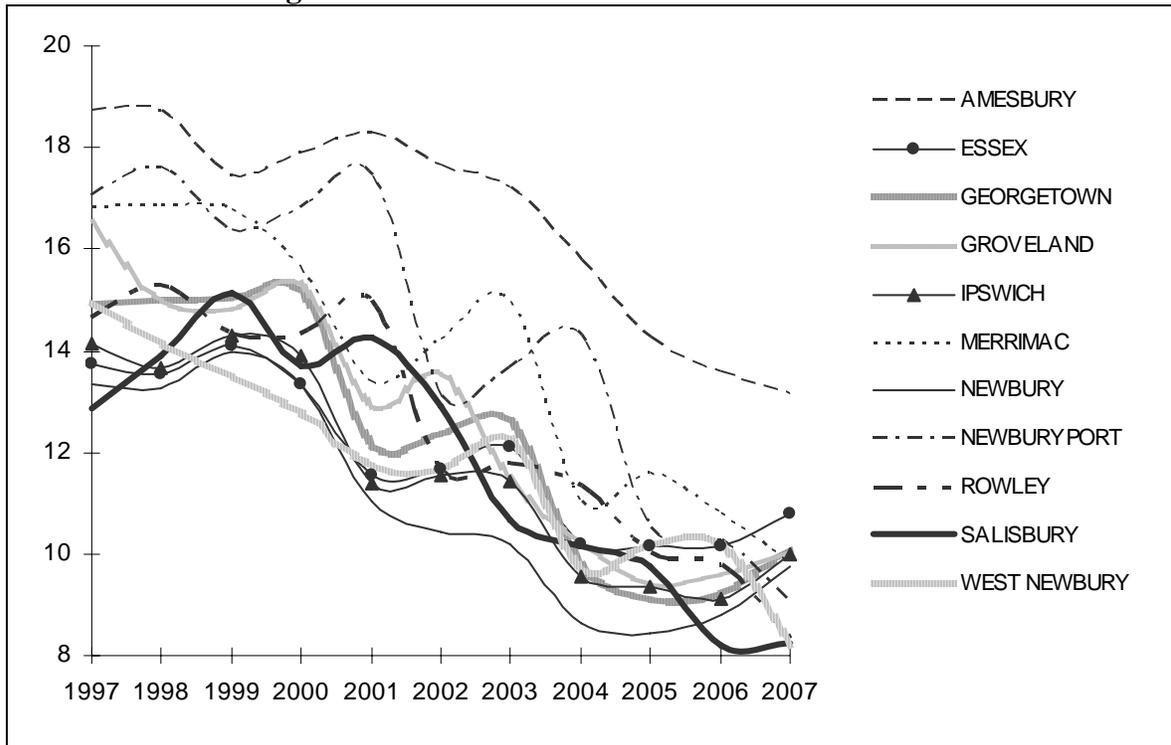
Property values for all of these communities have increased significantly over the past decade, as shown in Table 39. As assessed values have increased, there has been an overall decrease in tax rates. Figure 3 illustrates the change in property tax rates for all of these communities that use a single tax rate between the Fiscal Years 1997 and 2007. Gloucester and Haverhill are not included as they use a split rate (businesses are taxed at a higher rate than residences). Although all of the comparison communities' tax rates have been decreasing over the past decade, Salisbury's tax rate continues to remain the lowest in the region.

Table 39: Total Assessed Value by Community 1997 and 2007

	1997	2007	% Increase
Merrimac	\$257,170,300	\$809,259,812	68.2%
Newburyport	\$1,124,484,262	\$3,510,329,680	68.0%
Groveland	\$300,305,656	\$933,906,914	67.8%
Gloucester	\$1,905,776,400	\$5,864,518,784	67.5%
Ipswich	\$922,537,632	\$2,823,627,988	67.3%
Newbury	\$479,371,115	\$1,437,975,207	66.7%
Haverhill	\$2,023,467,377	\$6,026,841,852	66.4%
Salisbury	\$524,225,322	\$1,543,062,579	66.0%
Rowley	\$323,059,644	\$932,186,202	65.3%
Essex	\$284,014,450	\$815,191,000	65.2%
Georgetown	\$458,738,275	\$1,286,613,330	64.3%
Amesbury	\$761,628,906	\$2,108,698,590	63.9%

Source: Massachusetts Department of Revenue

Figure 3: Area Tax Rate Trends from 1997 to 2007

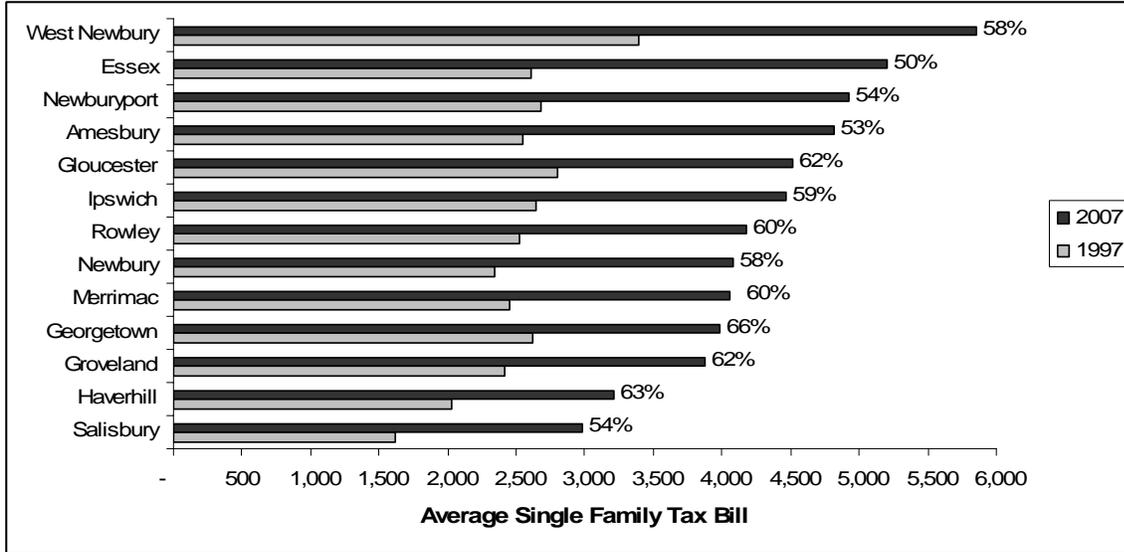


Source: Massachusetts Department of Revenue

For a property owner, the amount of the tax bill is usually more important than the tax rate: a low rate applied to a high valuation might result in a higher annual cost to the property owner than a higher rate applied to a much lower valuation. Because of the wide variability of commercial and industrial properties, there is no easy way to compare nonresidential tax bills among communities; however, a comparison of residential tax bills is possible and may provide some insight into this cost factor. Figure 4 compares the average tax bills for single-family homes for Fiscal Years 1997 and 2007 as well as the percent increase between those years. Salisbury’s average FY1997 tax bill ranked within the lowest 25% of Massachusetts

communities, and within the region, as with its tax rate, it ranked the lowest of the comparison communities. By FY2007, Salisbury’s average residential tax bill had increased slightly relative to the State, but still remained the lowest in the region.

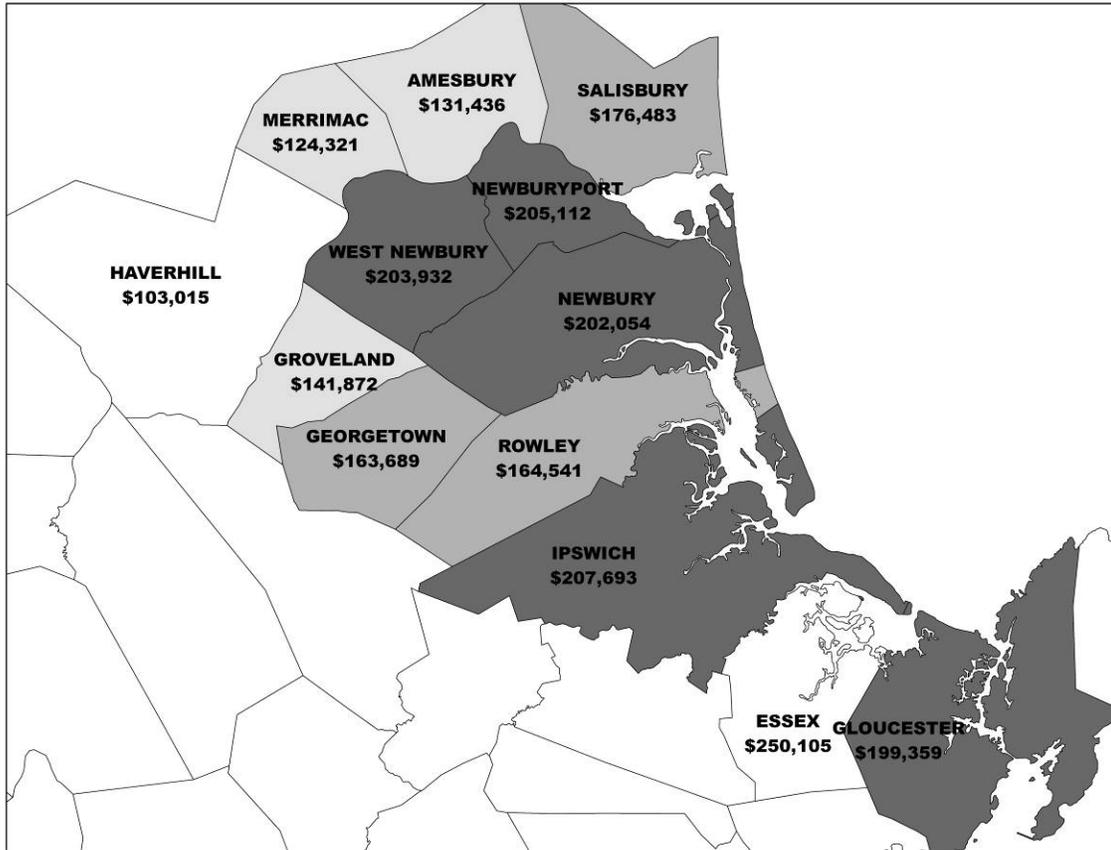
Figure 4: Area Average Single Family Tax Bills 1997 and 2007 (with percent increase)



Source: Massachusetts Department of Revenue

Figure 5 shows the equalized value (EQV) per capita of Salisbury and the comparison communities. EQVs present an estimate of fair cash value of all taxable property. The EQV is a measure of the relative property wealth in each municipality. Salisbury’s EQV falls exactly in the middle of all of the comparison communities.

Figure 5: Equalized Valuation Per Capita in Salisbury and Neighboring Communities, 2006²³

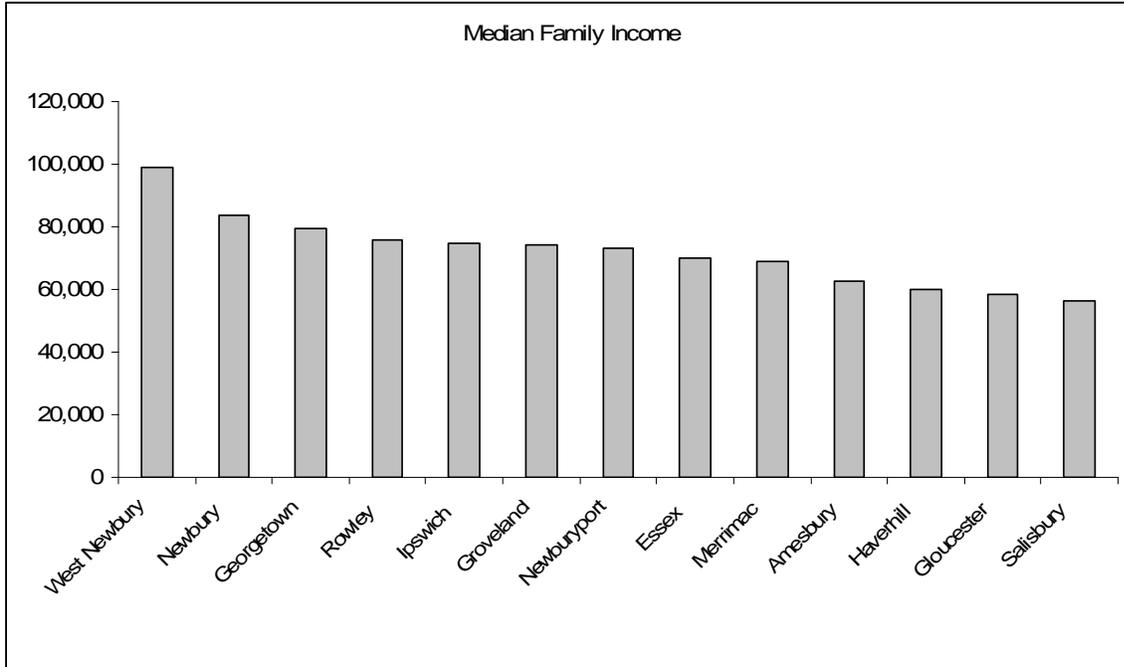


Source: Massachusetts Department of Revenue

In sum, Salisbury has lower taxes than the region and ranks in the mid-range in terms of property values (for both residential and nonresidential properties). However, as of the last Census (2000), Salisbury had the lowest median family income in this region.

²³ The Commissioner of Revenue, in accordance with MGL Ch. 58 Section 10C, is charged with the responsibility of biannually determining an equalized valuation for each city and town in the Commonwealth. Its purpose is to allow for comparisons of municipal property values at one point in time, adjusting for differences in local assessing practices and revaluation schedules.

Figure 6: Median Family Income, 1999



Source: US Census 2000

Employment and Wages

Table 40 summarizes Salisbury’s businesses in terms of major industry groups, with certain sub-sectors highlighted as well. Approximately 81% of the establishments in the town are service industries, including almost 19% in the leisure and hospitality sector. Retail and wholesale trade make up 20% of businesses. Food services and accommodation businesses employ the greatest number of employees of any sub-sector (534), but have the lowest average weekly wage.

Figure 7 and Figure 8 compare the percentage of total establishments and employment by industry sector in Salisbury to the regional and state-wide estimates. As in Salisbury, service industries outnumber goods-producing industries regionally and statewide. However, goods-producing industries, primarily the construction sector, employ a higher percentage of people in Salisbury and the region than is the trend state-wide. Retail trade (a sub-sector of the Trade, Transportation, and Utilities sector) and the Leisure and Hospitality sector account for a greater portion of employment and number of establishments in Salisbury than regionally or state-wide. At the same time, Salisbury’s industries employ fewer people in the Professional, Business, Education, and Health Services sectors than elsewhere in the region or the state.

**Table 40: Estimated Total Employment and Number of Establishments
by Industry Sector in Salisbury, 2006**

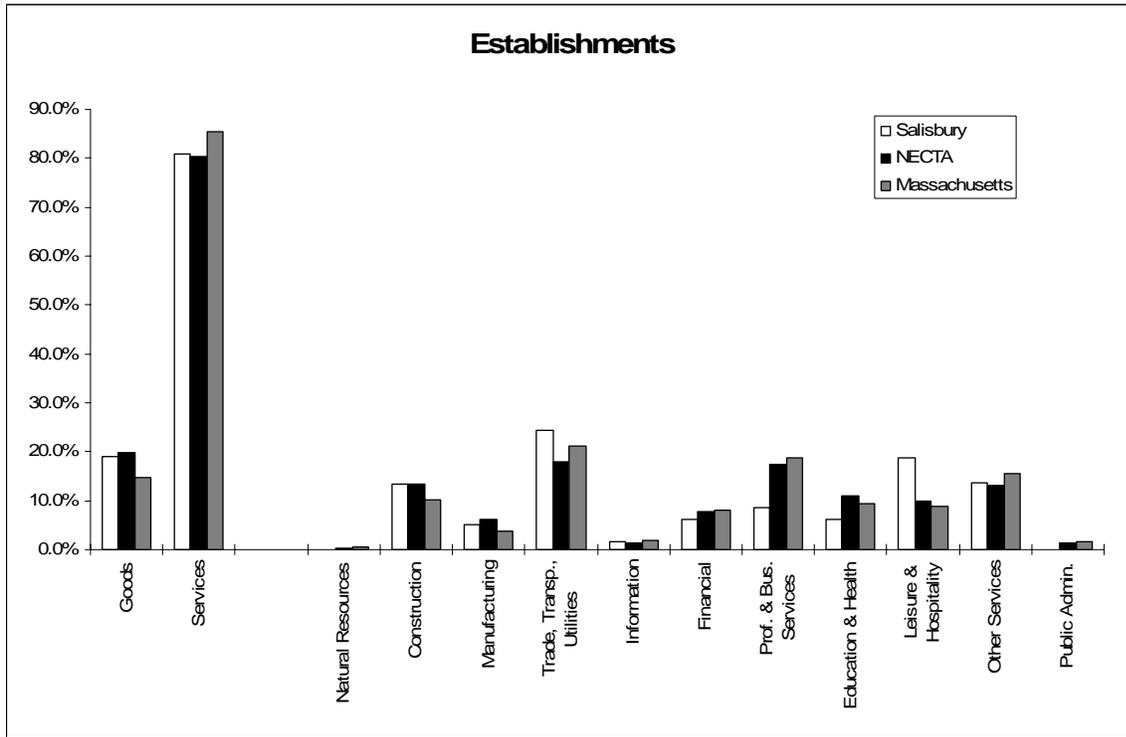
Industry Sectors and Subsectors	Number of Establishments	Average Monthly Employment	Average Weekly Wages
TOTAL ALL INDUSTRIES	331	2,751	\$704
GOODS-PRODUCING INDUSTRIES	63	745	\$1,062
Construction	44	355	\$1,223
Manufacturing	17	377	
Durable Goods	13	339	\$937
Non-Durable Goods	4	38	\$928
Other Goods-Producing	2	14	\$294
SERVICE INDUSTRIES	268	2,006	\$570
Trade, Transportation and Utilities	81	580	
Wholesale Trade	14	106	\$1,048
Retail Trade	54	358	\$726
Transportation and Warehousing	11	110	\$727
Other	2	6	\$1,167
Information	5	56	\$634
Financial Activities	20	94	
Finance and Insurance	6	36	\$588
Real Estate and Rental and Leasing	14	58	\$635
Professional and Business Services	28	86	
Professional and Technical Services	18	61	\$876
Administrative and Waste Services	10	25	\$584
Education and Health Services	20	231	
Educational Services	7	122	\$860
Health Care and Social Assistance	13	110	\$461
Leisure and Hospitality	62	698	
Arts, Entertainment, and Recreation	14	163	\$314
Accommodation and Food Services	48	534	\$278
Other Services	52	262	\$647

Source: Massachusetts Executive Office of Labor and Workforce Development.

This information is an estimate based on those businesses that are subject to the unemployment compensation laws and, therefore, does not necessarily include sole proprietorships.

Because of rounding due to averages, the industry sector totals in the average monthly employment and average weekly wages columns will not necessarily add up to the sum of all sub-sectors.

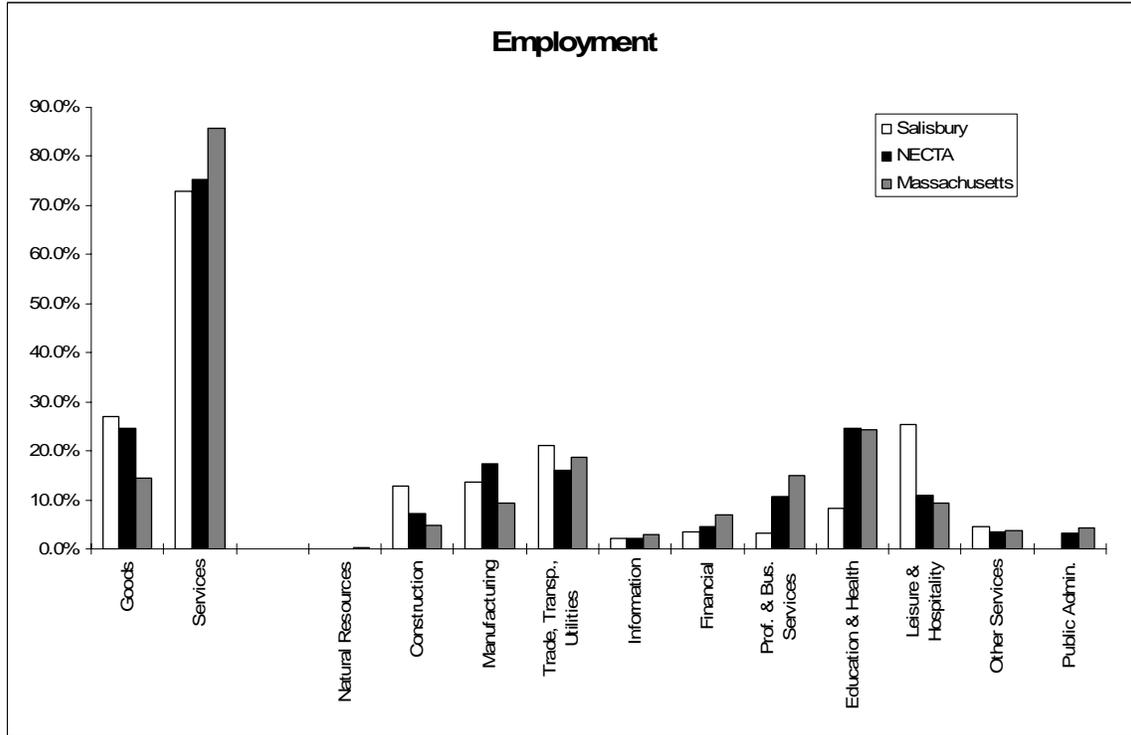
Figure 7: Establishments by Industry Sector for 2006, Salisbury, regional NECTA Division²⁴, and State-wide



Source: Massachusetts Executive Office of Labor and Workforce Development

²⁴ The region used for this comparison is the Amesbury-North Andover-Haverhill MA-NH NECTA Division (which is part of the Boston-Cambridge-Quincy MA-NH Metropolitan NECTA). A New England City and Town Area (NECTA) is a geographic and statistical entity defined by the U. S. Office of Management and Budget. A NECTA is a region associated with a core urban area with a population of at least 10,000, plus adjacent territory that has a high degree of social and economic integration with the core as measured by commuting and employment. Large NECTAs (with population greater than 2.5 million) may be subdivided into smaller groupings known as NECTA Divisions.

Figure 8: Employment by Industry Sector for 2006, Salisbury, regional NECTA Division, and State-wide



Source: Massachusetts Executive Office of Labor and Workforce Development

While the number of industries in Salisbury grew 6.1% from 2001 to 2006 (as shown in Table 41), the actual number of persons employed by these industries only grew by 1.1%, suggesting that small businesses or businesses with few employees are the trend. The decrease in total employees between 2003 and the present may be attributed, in part, to the departure of Seacoast Seafoods, formerly located on Rabbit Road. In addition, a major manufacturing employer, Vaughn Manufacturing, decreased its employees during that time.²⁵

Table 41: Number of Establishments and Average Number of Employees: 2001-2005

	Total Establishments	Total Employees	Annual Change	
			Establishments	Employees
2001	312	2,722		
2002	322	2,857	3.2%	5.0%
2003	329	2,954	2.2%	3.4%
2004	337	2,842	2.4%	-3.8%
2005	328	2,800	-2.7%	-1.5%
2006	331	2,751	0.9%	-1.8%
Change	6.1%	1.1%		

Source: Massachusetts Executive Office of Labor and Workforce Development (EOLWD)

²⁵ Lisa Pearson, Salisbury Planning Director.
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As of the last Census (2000), on average Salisbury residents commuted 27 minutes to their place of employment and 70% worked inside Essex County. Fourteen percent of Salisbury’s labor force worked in town and 25% commuted to the neighboring communities of Newburyport, Amesbury and Seabrook, NH.

Table 42: Place of Work of Salisbury Labor Force, 2000

Place of Work	Number of Salisbury Residents	Percent of Labor Force
Salisbury	567	14.35%
Neighboring Communities		
Amesbury	209	5.29%
Newburyport	634	16.05%
Seabrook, NH	159	4.03%
Essex County (excluding Salisbury, Amesbury and Newburyport)	1,349	34.15%
Boston	210	5.32%
Middlesex County	475	12.03%
Rockingham County (NH)	374	9.47%

Source: US Census Bureau, 2000 Census

One reason that Salisbury has such a small percentage of local workers is that its employment base is not large enough to support the local population. Economic data from federal and state sources show that Salisbury’s jobs-to-labor-force ratio is only .67, meaning the town’s employer establishments provide .67 jobs for every person in the labor force. In addition, Salisbury’s unemployment rate consistently runs higher than the state average. Since more than 30% of Salisbury’s employment base consists of jobs that fluctuate seasonally, residents depending on local employment are particularly vulnerable to seasonal change, and unemployment usually rises during the winter.²⁸

²⁸ Salisbury Housing Plan, p.6.
Volume 1: Existing Conditions and Trends
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Table 43: Average Annual Unemployment Rates: Salisbury and Massachusetts

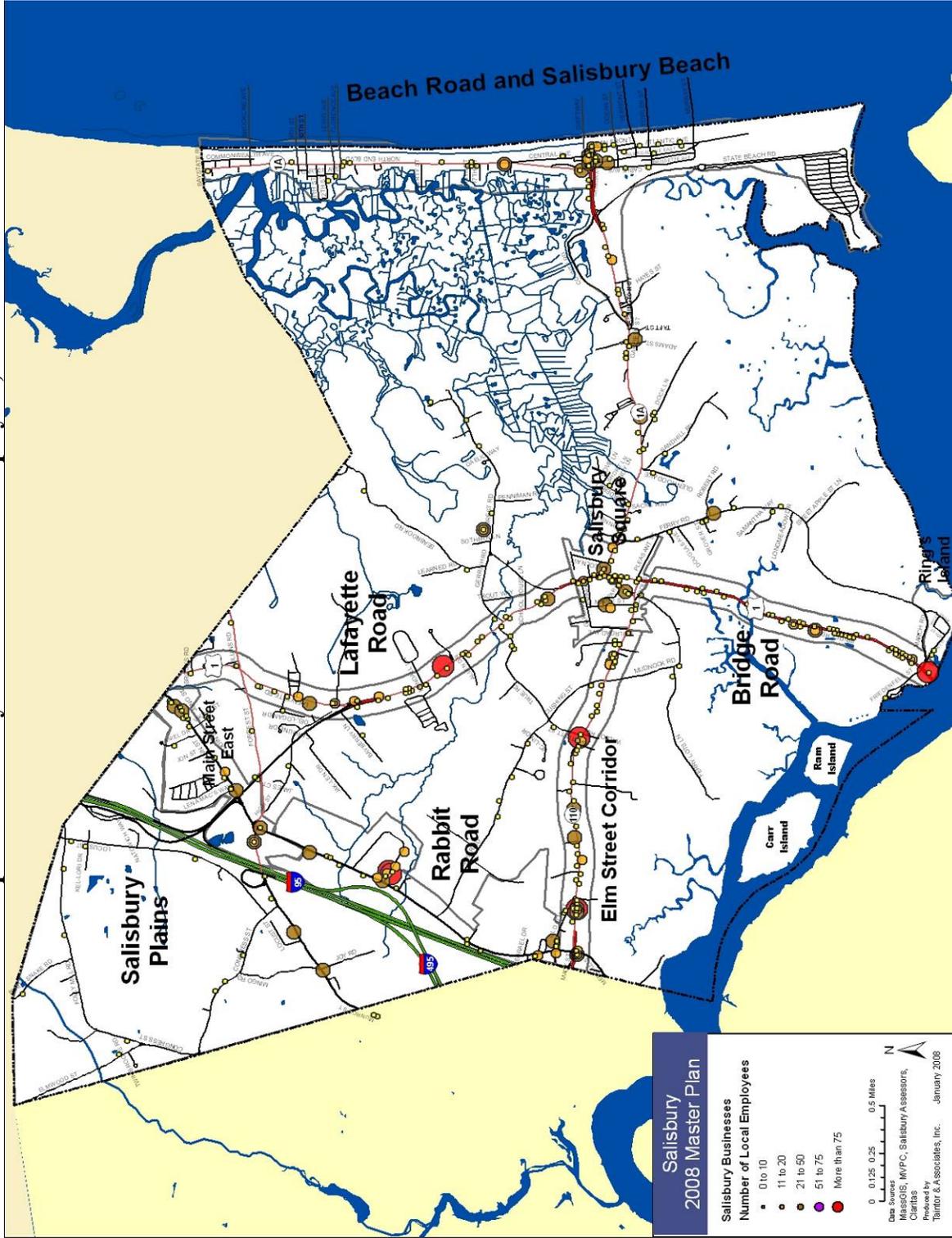
Calendar Year	Salisbury Labor Force	Unemployment Rate	
		Salisbury	Statewide
1990	3,757	7.3%	6.0%
1991	3,738	10.7%	9.1%
1992	3,678	8.9%	8.6%
1993	3,758	10.4%	8.2%
1994	3,785	9.5%	7.1%
1995	3,733	6.1%	5.4%
1996	3,718	4.7%	4.3%
1997	3,799	4.1%	4.0%
1998	3,920	4.4%	3.3%
1999	3,922	4.2%	3.2%
2000	3,875	3.3%	2.6%
2001	3,959	5.1%	3.7%
2002	4,197	7.2%	5.3%
2003	4,278	8.1%	5.4%
2004	4,207	6.3%	6.2%
2005	4,355	5.7%	4.8%
2006	4,398	5.7%	5.0%

Source: Mass. Department of Revenue, citing Mass. Division of Career Services. Seasonally adjusted data for 1990-2004, not seasonally adjusted for 2005-2006.

A second factor that makes it difficult for residents to work locally is that overall, local wages are lower than wages paid by employers in other parts of the Boston Primary Metropolitan Statistical Area (PMSA), the economic statistical region that includes Salisbury.²⁹ For example, according to analysis done for the 2004 Community Development Plan, while construction and wholesale trade wages in Salisbury are competitive with wages paid in the same industries throughout the Boston PMSA, this is not the case for industries such as manufacturing, finance or health care, which typically provide higher-wage employment. Salisbury’s employment base includes a large number of jobs in industries that tend to pay lower wages: food service, hospitality and retail trade.

²⁹ Salisbury Housing Plan.
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Map 5: Business by Number of Local Employees, 2007



Location of Existing Businesses

Map 5 shows the location of Salisbury businesses and the number of local employees as reported by the Claritas business database.

Industrial

Most of the town's industrial establishments are located in the Fanaras Road Industrial Park on Rabbit Road, which presently houses about 23 tenants. Today tenants consist of some light assembly, engineering services and construction businesses, but with a heavy emphasis on warehousing and distribution.

Commercial

Salisbury's commercial businesses are generally clustered along Route 1 and Route 110, representing business corridors of varying densities. The inventory includes a mix of small businesses including retail, service, construction, recreation and restaurants. In general these businesses serve the local market, lacking the size or specialty to be a regional resource. The exception is marine-related services which do cater to a regional and a very specific market. The majority of commercial businesses are in one story, single-use/single-business buildings with their own parking, entrances and exits. A few businesses share a building and parking.

Attracting larger commercial retail establishments to Salisbury, particularly along Elm Street where infrastructure is in place and road capacity is available, is seen by some active business members as a key strategy for economic growth. However, attracting regional-sized retailers requires high traffic volumes which to date Salisbury does not sustain throughout the year. It is anticipated that beach development will help to start building this volume. An anchor store or other destination retailer could also induce accelerated development.

Economic Opportunity Areas

Sixty-five percent of the town's businesses are located in the following geographic areas. The distribution of businesses by type is shown in the following table.

Rabbit Road Industrial and Business Park

Rabbit Road is the location of the Fanaras Industrial Park and also includes the newly created Commercial IV (C4) zoning district where a developer has proposed a new business park that, according to the developer, could support as much as \$400,000 to \$700,000 of new business investment in Salisbury.³⁰ Most of the existing businesses in this area are in the Manufacturing and Construction sectors (contractors) as well as Wholesale and Retail Trade. Twenty five percent of the town's manufacturing establishments are located in this area, and two of these (Andover Coated Products and Cambridgeport Air Systems) are among the town's largest employers.

³⁰ Lisa Pearson, Salisbury Planning Director
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Although the Rabbit Road area is easily accessible to I-95, it has been difficult to attract new industries (and retain existing businesses) due, in part, to the lack of public sewer service. A sewer project to extend public sewer service along Rabbit Road to the proposed business park and the existing Industrial Park is currently in the bidding phase and, assuming that sufficient grant funding is received, the extension could be completed by 2009.

It is generally agreed that the Rabbit Road corridor is underdeveloped and represents an area for economic growth. However, sites along the corridor are competing with a multitude of available sites within a small geographic area. For the industrial park and the proposed business park to reach their potential in economic returns to the town they will need to capitalize on proximity to I-95 access, available workforce, and local services. This highlights the need for Salisbury to plan its economic development comprehensively as regional retail, restaurants and services will provide critical support for industrial development.

Salisbury Square

Sitting close to the geographic center of Salisbury at the crossroads of Routes 1, 1A and 110, Salisbury Square is the town's civic center containing municipal offices, post offices the Library, Town Green and Historical Society. In addition to public administration, many of the businesses in this area are small service establishments providing convenience food and personal care services. There are also a few social service organizations located near the Square, including the Pettengill House and Boys and Girl's Club. banks, commercial offices, and auto service stations make up the remaining types of businesses.

In order to strengthen the sense of place in the Square, the town has adopted new zoning regulations designed to foster village-scale, mixed-use development, and the recent construction of a new bank building opposite the Town Green and the recent approval of a new CVS Pharmacy in the Square, have been viewed as important first steps in the revitalization of the area. There is increasing interest in redevelopment of several parcels in and around the Square.

One obstacle to attracting redevelopment to the Square continues to be the high volumes of traffic along the three major routes that converge at the Town Green: Route 1 (Bridge Road/Lafayette Road), Route 1A (Beach Road), and Route 110 (Elm Street). The key problem is that east-west traffic (especially vehicles traveling between I-95 and I-495 and Salisbury Beach) must merge with north-south traffic on a short section of Route 1 on the east side of the Town Green. A number of redesign alternatives have been considered over the years, but the high cost of implementation has prevented the town and or state from moving forward. Meanwhile, the high traffic volumes create barriers for pedestrians to crossing the streets in the Square and make the development of a cohesive center difficult.

Salisbury Beach and Beach Road

Many of the businesses in and around the Salisbury Beach, particularly along Broadway, serve a seasonal summer population. Other areas north and south of the Beach Commercial District are densely residential and have historically been seasonal homes. More recently, however the character of the entire oceanfront area is evolving as more residences are

converted to year-round homes and new energy is devoted to revitalizing the heart of the Beach Commercial District.

Almost forty percent of the businesses in this area are accommodation and food service establishments as well as small retail businesses such as convenience and general merchandise stores. A concentration of amusement businesses as well as eating and drinking establishments can be found on Broadway near the beach along with the district's largest single employer (Tens Showclub). There are at least two marine-related businesses within the beach area – a wholesaler of fresh and frozen seafood (Hunt Seafood) and a boat canvas and upholstery repair business (Custom Marine).

A new vision for the Beach Commercial District has been recently defined by the zoning changes the town has adopted for the Salisbury Beach Overlay District. The vision honors both the commercial and the residential needs of the district, seeking to encourage mixed use development to bring year-round viability to the area.

Elm Street (Route 110)

The largest concentration of the town's commercial establishments (20% of the town's businesses) is along Elm Street between the Square and Interstate 95. Most of the businesses in this area are in the retail trade sector (clustered around the interstate). Two of the town's larger employers are located here – the Sylvan Street Grille at the west end and SPS New England (a construction company) in the middle near Bartlett Street. At least thirteen percent of the businesses along Elm Street (and 16% town-wide) have only one employee.

Elm Street supports a mix of commercial uses as well as pockets of residential development. High traffic volume makes it ideal for the former and a challenge for the latter. Already well developed as a retail corridor, and fully serviced by public water and sewer, Elm Street is a logical corridor for further development. However constraints do exist in terms of available and developable land due to extensive wetlands that limit the depth of development on many sites fronting the south side of Elm Street. Current zoning also presents challenges for appropriate development with setbacks, lot coverage and height allowances that encourage stripmall development rather than the more dense mixed use development that has been encouraged in other areas of town.

Bridge Road

Like Elm Street, Bridge Road has a large concentration of the town's commercial establishments (16%) the majority of which are in the retail trade sector. Two of the town's large employers are located here –Premiere Petroleum and Stripers Grille.

Many of the businesses along Bridge Road provide services or goods related to home furnishing, gardening and landscaping, or automotive needs. There are also a number of marine-related establishments located along Bridge Road, including boat dealers, marine supply stores, a fish market, and marinas. Bridge Road's proximity to Newburyport across the Merrimack River makes it a desirable location for service and retail businesses seeking to be easily accessible to the population center of Newburyport. However, additional development or expansion of existing uses is constrained by the significant salt marshes that extend throughout the southern portions of the town and eastward to the beach.

Lafayette Road

Lafayette Road, a continuation of Route 1 from NH is similar to Elm Street in its diversity of uses, but without the larger anchor facilities or density and with lower traffic volumes. Many of the businesses in this area are in the construction sector (contractors for services related to home construction). Similar to Bridge Road, there are a number of retail establishments for home furnishing and automotive needs. Most of the businesses here are small, with few larger than 15 employees.

This part of Route 1 is not currently supported by public sewer, however, there are some large properties along this route including town-owned and for sale properties (including the McKenna property) that could present an opportunity for redevelopment.

The town has had committees studying extending town sewers along Lafayette Road and other areas (including Main Street) between Lafayette Road and I-95. In addition, studies have explored the potential of rezoning the Lafayette Corridor. These committees are awaiting completion of the Master Plan before making final recommendations. That will enable any rezoning or sewer extension projects to be designed to meet the goals of the Master Plan.

Main Street Commercial District

This area located in the northern part of the town near the New Hampshire border, functions mainly as a link from the Interstates to the Seabrook, NH shopping area along Route 1. The western section of Main Street, on the west side of I-95 is substantially underdeveloped, but could be a prime commercial location if sewer service is extended to that area, although there are no plans to do this at this time.

Gateways

Gateways are important aspects of any town and deserve to be thoughtfully considered and developed. Gateway routes can be defined as heavily traveled entrances to and through the town. These routes link employment areas, shopping centers (or corridors) and recreational areas, are used regularly by a large number of residents and visitors, and present a visual impression of the town's character. More geographically specific, a gateway is often thought of as a point along such a roadway at which a motorist or pedestrian gains a sense of having entered the town or a particular part of the town. This impression can be imparted through such things as signs, monuments, landscaping, a change in development character, or a natural feature.³¹

In Salisbury, four roads (Elm Street, Lafayette Road, Bridge Road, and Beach Road) can be considered gateway routes and at least six areas are logical gateway sites.

- Elm Street (Route 110) at Interstate 95
- Lafayette Road (Route 1) at New Hampshire border
- Bridge Road (Route 1) at Newburyport border
- Beach Road and Broadway

³¹ A Planners Dictionary, American Planning Association, 2004
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- Intersection of Pike Street, Collins Street and Route 1
- Main Street from Rabbit Road to the Toll Road

In many cases, these locations have land uses or properties that show signs of neglect, and in all of these locations there is a lack of a unifying design or character to the type and style of the development.

Improving the Business Climate in Salisbury

Creating a business-friendly climate is key to any community that wants to encourage economic development. This requires not only an understanding of the many different aspects of business development but the balancing of needs between the town, existing community members and new businesses. Salisbury recognizes the need for an improved business climate and has taken some important initial steps including updating zoning, funding important infrastructure improvements, and creating a municipal office dedicated to economic development. This master planning process also seeks to assist the town in improving its business climate by undertaking a review of the town's governance and development review process with consideration of their effectiveness; and by reviewing the town's existing zoning and regulatory structures to identify improvements or changes that can be made.

Economic Development Challenges

Infrastructure limitations

Lack of sewer service in certain areas is an obstacle to attracting new development or for encouraging redevelopment of underutilized properties. Although it is not necessarily environmentally appropriate to introduce sewer service in all areas of town, there are key areas where such improvements would benefit the town economically. The town plans to extend sewer service to Rabbit Road and a Lafayette Road sewer extension is being considered for further study. The sewer system on the Beach south of Broadway is in poor condition and would benefit from an upgrade. Main Street west of I-95 is zoned commercial but is limited by lack of sewer service, there are no plans to extend sewer along this road at this time.

Traffic congestion, created by the natural constraints of Salisbury's geography, can also be an impediment to economic development. Inviting more development along major roadways must consider the possible traffic implications and there are no easy solutions to relieve congestion where there is a lack of alternative routes.

Zoning

Recognizing that the current zoning results in a land use pattern that spreads commercial uses along major roadways, isolates residential areas, and does not distinguish between different areas of town that are more suited for development, a Zoning Review Committee has been established. Based on the recommendations of the 2004 Community Development Plan, the committee is considering changes to expand the commercial district in some areas, encourage

redevelopment of key areas such as Salisbury Square and the Beach, and limit commercial development in areas that are better suited for residential uses.

Among the changes made since 2004, the town has adopted new zoning for Salisbury Beach and the Village Center, and has created a new commercial business (C4) district on Rabbit Road. The Committee is currently considering new zoning for Lafayette Road.

Natural Resources

Naturally sensitive areas define the scenic character of Salisbury, but also constrain where development can occur. Three naturally sensitive areas, identified in previous plans, include the groundwater aquifer, the beach, the salt marsh, and areas along the River and other waterways. Developing commercial and industrial areas to recognize their full economic potential while protecting these natural resources was identified as a key challenge in the town's Community Development Plan in 2004. Although the natural resources limit development, they are also a potential economic resource. Salisbury's wetlands and waterways attract birdwatchers, boaters, and recreational fishermen. Providing services that cater to this clientele would help the town to capitalize on this influx of visitors. Protecting and improving the natural areas and adding recreational amenities to improve access and viewing opportunities are ways the town could support these activities.

COMMUNITY SERVICES AND FACILITIES

As Salisbury continues to change, municipal services will need to adapt to meet the needs of the community. The physical infrastructure of roads, sidewalks, water and sewer systems and public buildings will need to be maintained, upgraded and over time replaced. Existing town services may need to be expanded or adjusted to meet new codes, changes in technology or user group demographics. Changes in housing preferences, recreational activities and work habits will also have an effect on residents' needs for services and facilities. By continually evaluating the services the town provides and considering future needs, Salisbury will be able to adjust incrementally and proactively to serve its community in the short and long term.

Information presented has been compiled from relevant studies, town documents, and web sites. Additionally, for each facility and service, at least one interview was conducted with leadership personnel along with site visits where appropriate.

This chapter identifies and describes the following community services and facilities that the Town of Salisbury provides.

- General Government (Town Hall & Departments)
- Public Safety
 - Police
 - Fire
 - Emergency Medical Services
 - Emergency Management
- Education
- Elderly Services
- Library
- Water
- Waste Water
- Recycling

Other public facilities and services including transportation, parks and recreation, and housing are covered in other chapters.

As is true for most small towns with limited budgets, Salisbury is continually challenged to provide public services to meet the needs of its residents and to maintain the facilities and infrastructure that those services require. However, the town has taken significant strides to address public service issues. Recent actions include renovations to the Senior Center and on-going improvements to Town Hall, expansion of the public wastewater system, a wastewater treatment plant expansion study and development of a new town well, and approval of a new larger water tower at Salisbury Beach. Instituting a policy that mandates a pro-active approach to planning and maintenance is critical to developing and sustaining town services and facilities that represent a healthy community.

General Government

Salisbury offers basic governing, planning, health and safety services consistent with that of most towns in Massachusetts. These include the following departments and boards.

Departments

Finance	Inspection Services
Animal Control	Library *
Assessor	Parking Clerk
Community Development Block Grant	Planning and Development
Council on Aging	Police*
Economic Development	Public Works*
Emergency Management *	Tax Collector
Fire/Rescue *	Town Manager
Harbor Master	Veterans Services
Health	

** Indicates offices are located out of Town Hall.*

Boards

Board of Assessors	License Commission
Board of Health	Parks and Recreation Committee
Board of Registrars	Pike School Trustees
Board of Selectmen	Planning Board
Cable Advisory Committee	Rent Control Board
Conservation Commission	Sewer Advisory Committee
Council on Aging	Trustees of Affordable Housing Trust
Harbor Commission	Warrant Advisory Committee
Historical Commission	Water Advisory Committee
Housing Authority	Zoning Board of Appeals
Housing Partnership	Zoning Review Committee

Facilities



Most Departments are housed within Town Hall at 5 Beach Road. Town Hall is a 2 story wood frame building built in 1891 in a prominent location in historic Salisbury Square. Town Hall is currently undergoing renovations to update the facility, its office spaces and utilities to help it meet state and town codes. The renovation includes converting unused space on the second floor to offices and meeting rooms, including a meeting space for the Board of Selectmen and a broadcasting control room. With the renovations to the second floor of Town Hall completed in 2007 all town boards and committees have new meeting space that is fully

equipped for broadcasting

Personnel

The Town of Salisbury has a total staff of 151 It also depends on roughly 125 volunteers to make up the many boards, commissions and committees required to provide the town with the manpower it needs to operate the town in an efficient and effective way.

Community Access Program

Currently the town has a Community Access Channel on cable television (Channel 18) available to around 3,100 subscriber households or 67% of Salisbury households. Programming includes live broadcasts of Board of Selectmen, Board of Health and Conservation Commission meetings as well as taped broadcasts of a number of other boards and committees. The channel also runs a community bulletin board showing schedules meetings and other town announcements. The goal of the Community Access Program is to provide convenient access to public, educational and government information through local television.

The town has had cable service for twenty years which provided an access channel to the community but it was not used by the community until about six years ago. At that time a group of citizens concerned with community access to government approached the cable provider. At the group's (Salisbury Community Access) request they received training on the use of video equipment that was provided by the cable company and began taping Planning Board meetings and putting them on the access channel; while the cable provider began cable casting the meetings of the Board of Selectmen. In time Salisbury Community Access (SCA) increased their efforts with taping of five other boards and committees on a regular basis.

In 2005, the remaining three members of SCA were appointed to the town's Cable Advisory Committee and began the renewal contract negotiations. The resulting new ten year contract will provide the town with 4% of the Cable Company's gross revenues from the Salisbury

market, which will be used to fund the operation of a Town Access Corporation, and a one time payment of \$75,000 which will be used to fund equipment and facility renovations. The town anticipates that Salisbury Community Television and Media Center, Inc., a currently forming 501 C3 non profit organization will become the town's Community Access Corporation and take responsibility for the Community Access Program by year end. To provide facilities for the program the town is currently investigating turning the Little Red School House on Park Street into the town's Media Center and headquarters for its Community Access Corporation.

Needs

The current phase of renovations and improvements at Town Hall will improve the working environment considerably by adding five offices and three new meeting rooms. The largest meeting room will accommodate up to 50 people while the other two will accommodate up to 12 each. However there will still be a need for additional offices to allow each department to occupy a dedicated space. There is also a need for storage, which will be partially addressed by redeveloping the stage area in a subsequent improvement phase. The basement may offer potential for future storage space with the inclusion of a moisture tight vault. Exterior improvements including parking and circulation also need to be addressed.

With the growth of the Community Access Program more volunteers will be required to ensure its continued success in government access programming and its progression into public and educational access programming.

Police

Facilities

The Salisbury Police Department is located at 24 Railroad Avenue in Salisbury's Beach District Neighborhood facility built in the 1920s to house the town's police and fire departments. There have been minimal upgrades to the two story brick building since then and it is currently entirely inadequate to serve the needs of the town. Due to its age and decades of deferred maintenance, deficiencies can be cited in each



Police Station

in a

operational area of the facility. The sally port, where prisoners are brought into the facility is presently unlicensed by the state since it does not meet licensing requirements; a booking area that is isolated and secure; an interview room that is outside the core facility, soundproof and secure; and a prisoner release area (currently accommodated in a hallway) are outstanding needs that adversely affect the performance and safety of the department. In addition, a firearms permit area that is outside the core facility, a storage area that is weatherproof, secure and accessible within the facility (criminal records are stored outside in metal storage containers due to a lack of space), a secure evidence room, locker rooms

including separate facilities for male and female officers, a break room and offices all represent pressing needs.

The exterior spaces needed for fleet parking and for personal vehicles is also inadequate. While fencing donated by local merchants secures the fleet parking area, there is not room for personal vehicles leaving them at risk. The physical condition of both the building and the grounds represent the general state of the facility and reflect poorly on the town.

The location of the Salisbury Police Department has served the town well as the majority of the department's call come from east of the Route 1 corridor. However; the site may present size and security restrictions that will need to be evaluated. It should be noted that the site was granted to the town by the Salisbury Beach Association for use as a fire and police station and with a reversion clause that states the parcel will revert to the grantor in the event the town discontinues its use as such. If it is determined that the current site is not adequate, the Chief would recommend remaining in the beach area, though ideally positioning the headquarters closer to Route 1 to improve response time to neighborhoods in the western section of town.

Personnel

The Salisbury Police Department is staffed by 21 full time employees (including 14 fulltime officers) 12 part time officers that can be called when needed; four reserve dispatchers, a part time custodian and meter collection officer, and two seasonal parking enforcement personnel. From Memorial Day to Labor Day the department requests and receives assistance from the State Police Force each Thursday through Sunday. An additional two to five state officers are placed on duty in Salisbury each of these days, supplementing the town's capacity. In addition the State Reservation is served by three mounted police officers to provide safety and security of the nearly 5,000 beach goers at that facility.

Services

In spite of facility inadequacies and a limited staff the Salisbury Police Department provides safety, security, and emergency assistance to the community 24 hours a day, seven days a week. The Salisbury Police Department is committed to the concept of Community Policing. It is the mission of the department to responsibly address the community's needs and to provide professional services that contribute to the quality of life of its residents in a positive manner, enabling them to thrive in a secure and healthy environment. The department believes that interaction and communication among all town departments, social service agencies, schools and citizens is beneficial to the entire community. Police department services include engaging in crime prevention and investigation, performing animal control duties; supplying accident and incident forms, issuing firearms permits, providing driving manuals, and performing community education and outreach.

Existing programs that the department runs include **TRIAD**, a partnership involving senior citizens, Law Enforcement Agencies (Sheriff/Police/District Attorney) and Support/Protective Services (Councils on Aging/Elder Services/Clergy, etc.) who agree to work together. Their primary goals are to reduce the criminal victimization of older citizens and enhance the delivery of services to this population.

The Salisbury Police Department is a participating agency in the **Project Lifesaver** program. Project Lifesaver is a proven and consistently reliable rapid response partnership with law enforcement which provides assistance to those who suffer from Alzheimer's disease and related disorders, such as Down's syndrome, autism and dementia, and their families. As the nation's most effective program for locating and rescuing victims of these disorders, Project Lifesaver uses electronic tracking systems to locate patients during wandering incidents.

In response to what the department sees as the biggest policing issue in Salisbury it developed a special response unit for domestic violence calls. **The Rapid Response Team** was established to provide immediate crisis intervention to victims of domestic violence under a joint grant from the Department of Justice. The Rapid Response Team consists of two full-time police officers from the Domestic Violence Unit of the Salisbury Police Department, a full-time team coordinator from the Women's Crisis Center, and several highly trained lay advocate volunteers.

The Team's goal is to provide support and options to victims and to encourage the prosecution of the perpetrator. Communities with similar programs have witnessed a reduction in repeat calls to homes where there is ongoing domestic violence, and an increase in the number of successfully prosecuted court cases for domestic assault.

Advocates give undivided attention to the needs of the victim. Therefore, the police officer can focus his/her attention on making an arrest, booking the perpetrator, and completing a thorough investigation. From a law enforcement perspective, the goal of the Rapid Response Team is to assist the victim in making informed decisions about the criminal and civil complaints made against the batterer, and to encourage prosecution in cases where a crime has been committed.

Neighborhood Watch has been a successful strategy for increasing neighborhood safety throughout the country and is primarily initiated by concerned neighbors. It is simply an organized group of neighborhood residents who watch out for criminal and suspicious behavior and report it to local law enforcement. The program involves neighbors looking out for neighbors and becoming familiar with each other's habits, vehicles, and property, while working hand in hand with local law enforcement to promote security and cooperation.

The Salisbury Police Department is committed to keeping children safe and offers fingerprinting for children of the community as well as proper installation of children's protective car seats. The department's **A Child is Missing** program is an automated system that alerts neighborhood residents when a child is reported missing providing descriptions, times, and other information pertinent to the situation. The department is also collaborating with the Parent Teachers Association and the school district to redevelop a school program that will bring police officers into the schools on a regular basis with the goal of providing information, building positive relationships and providing role models.

In addition to preventative policing programs the department also provides the **Crime Tip Line**. This line is available to anyone who has information about a crime and is reluctant to

call the police. A call to the 24 hour Crime Tip Line can be made anonymously or the caller can leave a name and number.

Issues

Chief of Police Dave L'Esperance cited domestic violence as the most pressing issue facing the Town of Salisbury in the area of public safety. This is confirmed by the number of calls the department responds to. Domestic violence does not just affect the perpetrator and the victim; it affects entire families and filters out to entire communities. The pervasiveness of the issue makes it not just a policing priority, but a community priority as well. The town needs to look closely at the support services that are in place to assist those involved. A comprehensive approach for impacting domestic violence will go further and should consider how housing, schools, economic development, and quality of life elements such as parks and open spaces, community centers, and sidewalks can make a difference.

Drug use in Salisbury, like other towns and cities across the country continues to be an on-going concern to the department. It represents an issue that requires collaboration with state and federal authorities and would benefit by the addition of a full time detective to work exclusively on drug related issues.

Traffic violations also account for a high percentage of calls into the department. In 2006 the department tried an experimental program using a dedicated officer for traffic issues, and while it was considered successful, it had a high cost due to lack of staff and the need for excessive overtime.

Needs

The department has taken steps to address its facility needs by securing a grant for a facility study. The study will determine the department's programmatic needs and translate that program into facility requirements. It will then compare sites and recommend an option that will best meet those needs as well as provide estimates of costs to implement the study's recommendations. The town has taken steps to appropriate funds to match the grant at 2007 fall Town Meeting for the study to move forward. A Request for Proposals (RFP) to undertake the study is anticipated to be released in the near future.

As the town's population continues to grow the Chief feels additional staffing will be needed. Increased staff would help the department more readily respond to its growing call and case load. Chief L'Esperance cited the need for additional staff for patrolling, dedicated traffic control, drug enforcement and criminal investigating.

In addition to facility and staff needs, the department is striving to increase its capacity to use technology for increased safety, quicker response time, more efficient processing, and greater integration with state and federal programs. The department also recognizes the need for increased training and for upgraded equipment.

Fire and Rescue

Facilities



The Salisbury Fire and Rescue Department is centrally located in town at 37 Lafayette Road. This central location is critical in maintaining short response times to calls. The 30 year old wood frame truss building was completed in 1976 as a call department. Within a few years it evolved into a full fire department. A meeting and control

room for the town's Emergency Management Agency completed the facility expansion. While the building is in good condition, it is at maximum capacity. Additional space is needed for offices, storage, communication, and fleet storage. There is ample room on site for expansion, a plan that is supported by the Department.

The Department also owns the Ring's Island Substation, although it has not been used by the department for a number of years. Currently it houses a private rowing club. The sub-station could provide much needed storage space.

At one time the town owned and operated four separate stations to assure that all parts of Salisbury would have quick access to equipment. With faster trucks and a full time staff this need was eliminated. The two other stations reverted back to the previous land owners after a period of time of non-use by the town.

Currently the department houses three pump trucks, one brush truck, three command vehicles, a boat, and an ATV. With the replacement of the department's ladder truck which the Chief believes needs to be replaced soon, the fleet is considered to be adequate for the near future at this site. However, with the height and number of new developments expected in the Beach District, the town will need to study options such as a Beach District substation to maintain the level of service and provide adequate safety services to that district. If an additional facility is determined to be necessary, an enlarged fleet and personnel would be required as well.

Water capacity and pressure are primary factors for fire protection and are currently considered adequate. Additional water sources from Amesbury and Seabrook New Hampshire supplement Salisbury's supply in emergencies and with the permission of those towns. Replacing the existing 300,000 gallons water tower at Salisbury Beach with a 500,000 gallon tower has been approved and construction should be completed during 2008. As density and height are added to the Beach District's supply of buildings, the issue of water capacity and pressure needs to be considered further.

The average response time to calls by Salisbury Fire and Rescue is good at around three minutes. In 2006 the department responded to 2,360 calls, around 900 of which were medical aid calls. The department responds to all 911 calls as it averages the quickest response time of all emergency vehicles in Salisbury.

Personnel

The Fire and Rescue Department is staffed by six full time and fourteen part time employees. This staff number allows at least three fire fighters to be at the facility 24 hours a day, seven days a week along with dispatch personnel every day and all but three nights a week. There is a desire to add a dispatch on those remaining nights as operational deficiencies result in having less than 3 fire-fighters available per truck. When a truck is called out on a night when there is no dispatch, one firefighter must stay behind at the station to handle in-coming calls. This prevents the use of the ladder truck as a first responder as that truck requires three firefighters for operation.

Conversion of the part time employees to full time would help not only to alleviate this personnel shortage but also would create efficiency in scheduling, and save hours of time each week that is currently devoted to payroll. Since part time employees have up to four rates that are dependent on number of hours worked and jobs performed, payroll which is handled in house is a time consuming task.

Services

In addition to providing fire protection, rescue service, medical assistance, and emergency aid to the community the Department is responsible for:

- Performing fire hazard related inspections
- Performing community education and outreach
- Providing applications
- Collecting fees
- Enforcing by-laws and state regulations
- Reviewing proposed developments for adequate fire safety measures

Needs

Immediate needs of the Fire Department include adding dispatch staff for the three nights of the week not currently covered and studying the potential of converting part time personnel to full time. The acquisition of the ladder truck is the only pressing facility need.

Emergency Services

Facilities and Personnel

Salisbury's Emergency Services Department occupies an office and team meeting room in the Fire and Rescue Department facility at 37 Lafayette Road. The department consists of one director and one assistant director, both of whom are part time. The department is supported by a team of 15 volunteers.

The department's minimal equipment inventory consists of two computers, communication equipment (16 radios, telephones and pagers) several generators and pumps and first aid supplies. There are two approved Red Cross centers in Salisbury the Department can use for shelter and services: the elementary school and the Hilton Center.

Services

The role of the Emergency Services Department is to coordinate disaster relief during periods of extreme emergencies. Generally this refers to events that result in the declaration of a local “state of emergency”. The department then works with other emergency service providers including the local fire and police departments, DPW, State Police, Coast Guard and others as appropriate. The department provides help to the various respondents by assisting persons impacted by the emergency with such services as shelter, clothing, food and medical help, by overseeing evacuations, and by interfacing with state and federal agencies both during and following the emergency. To date the emergencies have been storm related events such as flooding and ice or snow storms. It could also include extensive fires, nuclear emergencies or national security incidents.

While overseeing actual emergencies is a limited occurrence, with less than a dozen local states of emergency within the last five years, the department spends most of its time working on compliance issues from Federal and State mandates. With flooding as the town’s biggest emergency issue, the department meets consistently with regional, state and federal agencies to examine how the town can reduce the occurrence and severity of flooding.

The other perennial issue is the vulnerability of the beach as a protective device for the many residents and properties along the waterfront. The Emergency Services Department feels strongly that on-going beach nourishment is needed. The last beach nourishment occurred in 1992 and was finally depleted in the spring storm of 2007. The State and is responsible for developing a Coastal Zone Management Plan to assure the safety of the town’s residents and the protection of its coastal resources. Completion of the Plan is anticipated in the near future.

Needs

With continued development in the Beach District, the area typically most affected by flooding and storms, the capacity of the Emergency Management Department to both respond to emergencies and provide follow up accounting and reports to the involved State and Federal Agencies may be strained.

Emergency Medical Services

The Town of Salisbury contracts with AMR (American Medical Response) a private national chain ambulance service to provide emergency medical services. The newly negotiated six year contract allows the service to bill customers directly resulting is no fees to the town. The on-call ambulances stationed in Newburyport, Hampton Falls, New Hampshire and Haverhill have provided adequate response times to date.

Salisbury Public Library

*History*³²

Since 1885 Salisbury has supported a Public Library. It began at that year's annual Town Meeting with the appointment of a board of trustees to establish a town library. Frank Chapin, the postmaster, agreed to furnish a shelf at the post office and serve as the first librarian. In 1900 the board grew from three to six members "by the election of three ladies" and Hannah B. Coffin was appointed the first female librarian. Prior to 1956 and the



building of the library at its present site on the Town Green, the library was housed in several municipal buildings including Town Hall, Cushing School and the school superintendent's office on Park Street. By 1972, the town had outgrown the building and an addition was added. In 1985 another addition was planned but not built.

Facilities

Today, the Salisbury Public Library is in the same spot on the Green, incorporating both the old and new (buildings). When the new addition was added in 1973, holdings were approximately 20,000 volumes and 60 magazine subscriptions. Today, there are 4,259 registered borrowers, 28,000 volumes, 70 periodical subscriptions, 450 audio books and 200 videos. While there was a form of interlibrary loan available at that time, it was unlike today's system. In 2006, the library received 2,230 interlibrary loans and filled 4,584. Circulation in fiscal year 2005 was 25,682, up 3,000 from fiscal year 2004.³³

Personnel

The library is staffed by a director, an assistant librarian, and a children's librarian (each working 30 hours a week). Funding is also available to employ one student for 15 hours a week and a custodian for four hours a week. Hours of operation are 32 hours a week.

Services

Salisbury Public Library offers a full range of services to meet the informational, educational and cultural needs of the community including providing access to holdings at more than 40 local libraries as well as libraries outside the region, assisting with genealogy research, and conducting programs for children and adults. In addition, the library's catalog is available via the internet and is accessible 24 hours a day, seven days a week.

Programming is an important component of library services. There were 45 children's programs held in 2006 with a total of 1,148 participants. In addition there were ten adult and

³² Salisbury Public Library, Long Range Plan, 2008 – 2012

³³ Salisbury Public Library, Long Range Plan, 2008-2012

young adult programs held serving 102 participants.³⁴ The library staff is conscious of its need to increase programming for both young adults and seniors.

The library is fortunate to be supported by Friends of the Salisbury Public Library, a non-profit organization founded in 1970 to support and promote the Salisbury Public Library. The Friends work to increase public awareness of the library, its resources and its services. The organization also funds materials and projects outside the scope of the regular library budget.

Following are statistics on circulation trends from 2002 to 2006. The information is part of the inventory and analysis performed to understand facility and program needs for the Planning and Design Application prepared by the library in 2006.

Table 44: Library Circulation Statistics

	2002	2003	2004	2005	2006
Total Circulation	22,712	22,239	22,365	25,732	25,590
Circulation of Books	20,468	20,299	20,265	21,826	21,427
Circulation of Audio/Visual	1,804	1,880	2,032	2,670	3,592
Inter-Library Loan Requests	N/A	4,412	4,740	6,814	

Needs

While the library is enjoying outstanding success as can be determined by the increase in users and programs, and the 3,047 square foot building is sound, the size of the building and parking lot are limiting library services. The list of inadequacies includes: ADA compliance, private spaces for staff offices and study areas, public areas for meetings or programs, secure, climate-controlled area for historical and genealogical materials, and stock space.³⁵

In addition when the building was improved in the seventies there was no provision for today’s technology. Today the library has two personal computers available for public use and a catalog computer. There is a substantial unmet need for additional computers. Other needs include more staffing to enable both increased hours and additional programming, particularly for young adults and seniors.

To address the outstanding facility needs, the library’s board of trustees completed a planning and design application in 2006 and was awarded a \$40,000 State Grant to fund a feasibility study for facility expansion. The library is now looking to Town Meeting to obtain \$20,000 in matching funds. With funding in place it will then assemble a committee, develop a building program and ultimately retain a consultant to complete the study. The subsequent application for funding the construction of an expansion project is expected to be around 2010.

The Library is fortunate to have retained its position in the village square. It is one of the municipal anchors that help create a town center. However, with the central location, the library faces traffic issues. For example, crossing Bridge Street at the light is very difficult to do in the time allowed by the signal. A “safe walk” to the Library should be considered.

³⁴ FY 2007 State Aid to Public Libraries Annual Report Information Survey of 2006 Data

³⁵ Salisbury Public Library, 2006-2007 Planning & Design Application, Jan. 18, 2007

Council on Aging

Facilities

The Council on Aging enjoys a newly renovated facility, the Hilton Center, at 43 Lafayette Road at the northern edge of the Salisbury Square district. The Hilton Center shares the site with the town's fire department and the Department of Public Works and it abuts Lion's Park, a well used facility serving all age groups. The single story wood building includes a large



function room, a warming kitchen, restrooms, a meeting room, two smaller function rooms, two offices and storage space. Most on-site activities take place in the primary function room. The meeting room, as well as the main function room, is used by numerous town departments, community groups and non-profits as it is one of a limited number of public meeting rooms in town. In addition, the Hilton Center is occasionally rented for private events during the evenings.

Personnel

The Council on Aging (COA) is staffed by two full time employees including an executive director and an outreach worker (each at 30 hours a week); COA also retains the services of a van driver (18 hours a week), a meal site manager (10 hours a week) and a janitor (10 hours a week). Additional support is provided to the meals program by volunteers who assist with the serving and clean-up and two delivery drivers who are paid through the Merrimack Valley Nutrition Program (MVNP).

Services

The mission of the Council on Aging and Elderly Affairs is to provide services designed to enhance the quality of life and independence of elders in the community. These services include:

- Transportation to medical appointments, therapy and shopping
- Hot meal served onsite daily
- Home-delivered meals available to homebound elders
- Ongoing social & education programs, such as crafts, bingo, computer classes and health insurance counseling
- Monthly health screening, such as blood pressure clinic, podiatrist services
- Administration of continuing programs, such as hot lunches, entertainment, exercise, education and travel

The COA's meals programs are central to their mission. The congregate meal program, offered Monday through Friday on site serves a range of eight to sixty persons a day with average daily participation around twenty. In addition, the COA's home delivery program currently serves fifty to sixty five persons a day. All meals are prepared at the Vocational

School in Andover and shipped to the Hilton Center. The meal site manager and volunteers then divide the meals into congregate and home delivery, supplement the meals with milk, rolls and a dessert and serve them in the Center or prepare them for the drivers who deliver them door to door. Donations of \$2 per meal are accepted; however, there is no requirement for payment. Monthly donation forms are sent to recipients of home meals for the benefit of those who want to do so. At this time, the congregate meal program is funded by the town; however, COA is seeking a grant to enable payment to be made by MVNP.

Transportation is another vital service provided by the Council on Aging. There are two primary services: The COA Van and Salisbury Ring & Ride.

The COA Van is available to seniors for transport to local appointments and other destinations three days a week. Monday, and Tuesday are devoted primarily to medical appointments and errands. Once a week the Van provides transportation for grocery shopping to Market Basket Plaza and Wal-Mart Plaza in Seabrook. A small donation is requested, but never required.

Salisbury Ring and Ride offers curb to curb transportation for Salisbury residents for shopping, visiting friends, running errands, going to and from medical appointments, or to and from work, the Ring & Ride allows clients to commute within Salisbury, throughout Amesbury and Newburyport. This van service accommodates wheelchair clients and operates six days a week. There is a small fee each way. Ring and Ride is provided by the Merrimack Valley Regional Transportation Authority and is funded by the town.

Rides to out of town appointments are also available through a volunteer program called Northern Essex Elder Transport, Inc. (NEET). This program uses volunteers to transport elders at no charge. Volunteers are paid by NEET. Seniors may make donations if they choose to do so either to the driver or to their local COA. NEET has a local office in Amesbury.

Programs provided by the Council on Aging range from recreational and cultural activities to health screenings, consultations and workshops. For example the Center provides walking groups, Tai Chi, line dancing, holistic health workshops, and game and movie afternoons all within the Hilton Center. Program donations are accepted with the balance paid by grants and the town. COA also provides out of town trips and programs, often partnering with other centers to enhance offerings and reduce prices. Sand and Sea Festival, Down East lobster bake, Turkey Train and Christmas in the White Mountains represent some of the trips available this year.

Seniors also look to the Center to provide health screenings and other medical services. The Visiting Nurse Association provides screening at the Hilton Center one day a month. A podiatrist also holds office hours one day a month. There is a \$30 charge for a podiatrist consultation.

There is hope that free legal consultations and reduced priced legal document preparation may be added to the list of offerings.

Following is a list of services provided to Salisbury elders in Fiscal Year 2007 (July 1 2006 – June 30, 2007).

Congregate Meals	1,754
Home Delivered Meals	7,893
Transportation	1,298
Fitness Program (2 months)	547
Computer Training	90
Recreational Programming(5 months)	1,962
Health Screening	158
Tax Preparation	29
Outreach	202

Although the Center was closed for six months of FY 2007, many services including meals, transportation, health screening and outreach continued to be provided at other locations. Most other programming reflects a limited schedule.

Needs

The Salisbury Council on Aging is looking to continually improve its capacity to serve the elders of Salisbury. Facility needs include wall dividers to improve the setting for the typically smaller daily congregate meals, a wireless network for the increasing number of seniors who use lap top computers for communication and recreation, and a full kitchen that meets town building code to enable the Center to increase meal and program options as well as to rent to others who require it.

As programs continue to grow the director anticipates an increase in staff. Increased staffing would allow more time for grant writing, a first step for increased funding. It would also translate to additional hours, particularly early evening hours, and more programming.

The director believes that a study of homelessness in Salisbury could help the Center better understand and address the needs of this population; a population she suspects includes a considerable number of elders. Working with a local college, or through the Massachusetts Council on Homeless or other agencies could provide the expertise and the personnel to help the Center achieve this goal.

The issue of intergenerational programming is also of interest to the Center. The idea that young and old and all ages in between benefit from each other's knowledge, perspective and company offers a powerful tool for enhancing the lives of all involved. Connections can be made and should be supported with schools, the library, and with other agencies serving the community's youth.

At the heart of the Center’s mission is for the elders to be a part of the community. To meet this goal, the Center requires connectivity to other services and facilities. Both programming connections and physical connections should be considered.

Schools and Education

Salisbury is a member of the Triton School District along with the towns of Newbury, Rowley and Byfield. Salisbury students in grades pre-kindergarten through six attend the Salisbury Elementary School at 100 Lafayette Road in Salisbury. Upon completing the sixth grade, students attend the Triton Regional Middle School which houses approximately 565 students in grades seven and eight. Sharing the same campus in Byfield, the Triton Regional High School serves just over 1000 students in grades nine through twelve. Over 30% of students at the Triton Middle and High School are from Salisbury.

Salisbury Elementary School

Salisbury Elementary School located just over a mile from Salisbury Square north on Route 1 (Lafayette Road) was built in 1999. The 2005 – 2006 school year enrollment was 662 students. A breakdown of the students by gender, race and ethnicity, and selected populations is shown in the following table. Projections of elementary age children to the year 2020 show that the school facility will easily accommodate anticipated growth through that date.

Table 45: Salisbury Elementary School Enrollment: 2006 - 2007

	School	District	State
Total Count	632	3,277	968,661
Race/Ethnicity (%)			
African American	0.3	0.5	8.2
Asian	1.3	0.9	4.8
Hispanic	2.7	1.7	13.3
Native American	0.2	0.1	0.3
White	94.5	96.3	71.5
Native Hawaiian, Pacific Islander	0.0	0.1	0.2
Multi-Ethnic	1.1	0.4	1.7
Selected Populations (%)			
Limited English Proficiency	1.6	0.7	5.6
Low-income	19.6	12.1	28.9
Special Education	11.4	12.2	16.9
First Language Not English	2.8	1.6	14.9

Source: Triton Regional School District

Salisbury Elementary School is an attractive two story brick building and includes around 60 classrooms, cafetorium, computer lab, gymnasium, and administrative offices. The school, designed with access control, allows all doors to be secured throughout the school day and requires each visitor to be identified before entering the facility. These precautions provide a safe and secure facility for students and staff. Outside spaces include an interior courtyard that can be used for small events or an outside classroom, playgrounds designed for different age groups, a paved basketball court, a little league size ball field and a small utility field for

soccer and other sports. The school is designated as a town evacuation site and as such is an approved Red Cross Center.

The building is maintained by a staff of four full time custodians whose primary responsibility is cleaning. In addition three full time maintenance personnel are responsible for general maintenance of all of the school district’s facilities including Salisbury Elementary School. Grounds maintenance is out-sourced throughout the regional system and includes mowing, turf maintenance, field preparation for games and other landscape maintenance as needed. The town snowplows roads and parking areas at the Salisbury Elementary School while the school’s sidewalks are cleared by school staff. The facility and its grounds are in very good condition with no forecast for capital improvements within the near future. On-going routine maintenance and identified preventative maintenance should be a priority to keep the facility in excellent condition.



The Elementary School is staffed by 43 teachers (a reduction of 14% from the 2006 to 2007 school year) resulting in a student teacher rate of 14.8 to 1, slighter lower than the district rate and slightly higher than the State rate. The number of licensed and highly qualified teachers is a positive indicator of the school’s ability to attract and retain qualified teachers.

Table 46: Salisbury Elementary School Teacher Data: 2006 - 2007

	School	District	State
Total # of Teachers	403	209	73,176
% of Teachers Licensed in Teaching Assignment	100.0	99.3	95.4
Total # of Teachers in Core Academic Areas	39	183	60,604
% of Core Academic Teachers Identified as Highly Qualified	100.0	100.0	95.1
Student/Teacher Ratio	14.8 to 1	15.7 to 1	13.2 to 1

Source: Triton Regional School District

In addition to the core academic classes Salisbury Elementary School offers multiple programs to enhance the education and well being the students and their families.

Early Bird and Kids club are before and after school tuition based child care programs that serve around 25 students a day each. This provides a much needed child care option to working parents as well as giving students structured after school time for play, arts and crafts, and homework in a supervised and safe environment. Tuition for the before school program is \$2 a day (7:00 to 8:10) and the after school program (3:00 to 6:00) is \$4.00 an hour and includes snacks and arts supplies. Sibling discounts are offered. In addition to the child care provided at Kids Club, the school offers free MCAS tutoring as well as academic

enrichment programs for at-risk students during the after school hours. Explorations programs run in six week sessions, offer between 10-15 exploration choices and serve up to 200 participants a session. Tuition is \$35 per session. Eight week intramural sessions are also offered at \$50 per session. Tuition assistance is available to families in need.

The district coordinator of special programs has been writing and receiving 21st Century Grants for a number of years to fund supplemental programming for students at risk. Participants in the grant funded programs are chosen based on teacher recommendations and Massachusetts Comprehensive Assessment System (MCAS) scores. **Kids, Inc.** for students in grades four and five is one of the 21st Century Grant programs that serves an average of 45-50 students a year. Kid, Inc. honored by the State as an Exemplary Program in 2007, is a curriculum based English Language Arts and Math program, developed by Salisbury Elementary teachers and the assistant superintendent that leads children in establishing, operating, and evaluating their own student run business. The businesses are run at the school, during school hours and include such things as developing recipes and cooking (for the Sweet Shop Café), choosing item lines to sell (for the catalog sales business) marketing, sales, and accounting. The learning year culminates in an evening corporate dinner with student developed and presented power point presentations on the year's achievements.

Harlequin Theatre and **Fit Math** and **Parent and Child Book Club** are also 21st Century Grant programs. Students that chose Harlequin Theatre produce Broadway Junior Plays. Fit Math teaches and reinforces math terms and skills through aerobics and exercise. Parent and Child Book Club is new this year and will provide evening sessions for reviewing and discussing club books pairing students and a parent and a discussion leader. Students in any 21st Century Grant Program are also eligible for free before and after school care as well as Boys and Girls Club sponsored child care during school vacations.

The Salisbury Elementary School **summer program** offers a five week program for grades two through six. Academic based activities include Vacation across America Reading Program a reading enrichment program for students in grades two through four. Fun, Food and Fitness is a hands-on class that includes students converting typical recipes to more healthy recipes, cooking, eating and exercising. Karate and Fit Math are also included in the summer program. Morning programs take place at the elementary school but care can be continued in the afternoons at the Boys and Girls Club. This program is free of charge for eligible students.

Summer Kids Club is available to students in grades kindergarten through grade six and is fee based per hour. Summer Kids Club is open from for six weeks.

Triton Regional Middle School

Triton Regional Middle School in Byfield serves 186 Salisbury students in the grades seven and eight.³⁶ The Triton Regional Middle School was renovated and expanded with new classrooms in 2000. The building is connected to and shares facilities with the High School, including the gymnasium, cafeteria and campus grounds. All facility cleaning and facility

³⁶ Based on October 1, 2006 enrollment.
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and grounds maintenance is out-sourced. This facility too is in very good condition with no immediate needs beyond continued routine and preventative maintenance.

Table 47: Triton Regional Middle School Enrollment: 2006 - 2007

	School	District	State
Total Count	513	3,277	968,661
Race/Ethnicity (%)			
African American	0.8	0.5	8.2
Asian	1.0	0.9	4.8
Hispanic	2.0	1.7	13.3
Native American	0.0	0.1	0.3
White	95.4	96.3	71.5
Native Hawaiian, Pacific Islander	0.0	0.1	0.2
Multi-Ethnic	0.8	0.4	1.7
Selected Populations (%)			
Limited English Proficiency	0.6	0.7	5.6
Low-income	16.3	12.1	28.9
Special Education	13.1	6	16.9
First Language Not English	1.2	1.3	14.9

Source: Triton Regional School District

There are 32 teachers in the Triton Regional Middle School to support a student to teacher ratio of 15.6 to 1, somewhat higher than the state ratio of 13.2 to 1. Teacher qualifications are also higher than the State.

Table 48: Triton Regional Middle School Teacher Data: 2006 - 2007

	School	District	State
Total # of Teachers	37	209	73,176
% of Teachers Licensed in Teaching Assignment	100	99.3	95.4
Total # of Teachers in Core Academic Areas	28	183	60,604
% of Core Academic Teachers Identified as Highly Qualified	100	100	95.1
Student/Teacher Ratio	15.6 to 1	15.7 to 1	13.2 to 1

Source: Triton Regional School District

After school programs at the Triton Middle school are similar to those at the Elementary School and include Explorations that serve 35-40 students, Intramurals and a Ski Program. The 21st Century Grant Programs also continue through the middle school and offers Viking Café and Boutique in the Middle and hosts lobby kiosks for sales, Fit Math II, Rocket Science, a student newspaper, guitar lessons and the Parent and Child Book Club . Harlequin Theatre in addition to producing a Junior Broadway Play includes technical support roles at the Middle School including set producers and media production. All programs are free of charge and transportation is included under the 21st century grant program.

Triton Regional High School

Triton Regional High School serves 363 Salisbury students in grades nine through twelve³⁷ with a teacher to student to teacher ratio of 14.7 to 1. The High School, like the Middle School was renovated in 2000 and upgraded with a new gymnasium. In addition to the main school building, a permanent outbuilding houses some science labs. The grounds of the combined Middle and High School include a 4,000 seat stadium with running track, press box, lighting and sound system; two baseball fields, two softball fields and two multi-purpose fields one used primarily for soccer; the other for field hockey and lacrosse.

Table 49: Triton HS Enrollment 2006-2007

	School	District	State
Total Count	964	3,277	968,661
Race/Ethnicity (%)			
African American	0.7	0.5	8.2
Asian	0.2	0.9	4.8
Hispanic	1.6	1.7	13.3
Native American	0.1	0.1	0.3
White	97.0	96.3	71.5
Native Hawaiian, Pacific Islander	0.2	0.1	0.2
Multi-Ethnic	0.1	0.4	1.7
Selected Populations (%)			
Limited English Proficiency	0.3	0.7	5.6
Low-income	11.8	12.1	28.9
Special Education	9.3	6	16.9
First Language Not English	0.9	1.3	14.9

Source: Triton Regional School District

Table 50: Triton HS Teacher Data 2006-2007

	School	District	State
Total # of Teachers	63	209	73,176
% of Teachers Licensed in Teaching Assignment	99.1	99.3	95.4
Total # of Teachers in Core Academic Areas	55	183	60,604
% of Core Academic Teachers Identified as Highly Qualified	100	100	95.1
Student/Teacher Ratio	14.7 to 1	15.7 to 1	13.2 to 1

Source: Triton Regional School District

Triton Regional High School has a graduation rate of 84.8, higher than the state average of 79.9 and neighboring Amesbury's at 80.5 and generally the same as Newburyport's. The drop out rate however is above both that of the State and Newburyport and slightly below that of Amesbury.

³⁷ Based on October 1, 2006 enrollment.
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Table 51: Graduate and Drop Out Rates 2005-2006

	% of Student that Graduate	% of Students that Drop Out
Triton	83.5	12.2
Amesbury	80.5	12.6
Newburyport	83.7	9.5
State	79.9	11.7

Source: Massachusetts Department of Education

The following table compares the intentions of Triton high school seniors to neighboring Amesbury and Newburyport and the State.

Table 52: Intention of Graduates 2006

	4 yr Public	4 yr Private	2 yr Public	2 yr Private	Work	Military
Triton	29.1	31.7	2.6	17.8	10.9	2.2
Amesbury	26.7	31.3	2.3	25.0	10.8	1.1
Newburyport	41.3	38.6	1.1	9.5	1.6	2.6
State	30.8	26.6	1.9	18.5	10.0	1.5

Source: Massachusetts Department of Education

After school programs at the high school level are primarily replaced by athletics. Media Productions at the high school, however, does provide mentoring to the Middle School Harlequin Theatre. Guitar lessons also continue at the High School

The Triton Regional School District also provides a Homeless Liaison to assist students and families affected by homelessness. The liaison helps connect students and their families with services such as the Pettingill house. 100 – 125 students represent a typical population of homeless students in the district, with the largest majority in Salisbury. Homeless families include those that are seasonally housed and those who are doubled up with other families.

Water & Wastewater

Water and wastewater (along with, parks, cemeteries, roads, parking lots and comfort stations) are the domain of the Salisbury Department of Public Works (DPW). The department’s primary facility is located at 39 Lafayette Road, sharing the site with the fire department and the Hilton Senior Center.



The DPW is staffed by a director, business administrator and secretary as well as four highway personnel, and four wastewater personnel.

*Water Facilities and Personnel*³⁸

The Town of Salisbury purchased its water system in 2001. Since that time Pennichuck Water Service Corporation (PWSC) has operated and maintained Salisbury's water supply and distribution under the direction of the Salisbury Public Works Director. Pennichuck is a private company in the contract operations field. It is a subsidiary of Pennichuck Water Works (founded in 1852) the largest investor-owned water company in the state of New Hampshire, serving a population of 120,000 people in 22 communities throughout southern New Hampshire and in Massachusetts. PWSC has operations and management agreements with the towns of Hudson, NH and Salisbury, MA. PWSC is the certified operator for many non-community water systems, providing laboratory testing, monitoring and consulting services.³⁹

Services

Approximately ninety five percent of the Town of Salisbury is served by the public water supply. While the majority of water users purchase water directly from the town's Water Department, roughly 120 hook-ups purchase water from Ring's Island Water District (which purchases its water from Salisbury) Salisbury's water comes from three wells, permitted by the State to withdraw 1.2 million gallons of water per day. The town has identified and secured a fourth well that will go on line late in 2007. A fifth well is being evaluated for future need. The town also maintains 52 miles of water main lines, three water tanks; and one elevated and two ground level tanks that together store over 1.9 million gallons..

The town also shares interconnected lines (interconnects) with the towns of Amesbury and Seabrook, New Hampshire. These lines stay closed unless a state of emergency such as a large fire strains a community's public water supply or a town's own supply is otherwise off line. Then with the permission of the interconnecting town, water can be drawn through the lines as agreed by the communities.

The Department of Public Works takes a pro-active approach to maintaining and improving the public water supply. In addition to securing new wells, the department has recently undertaken a hydraulic modeling study to evaluate the capacity and feasibility of increased lines. The department has also just completed leak detection analysis on all three water tanks and is nearly ready to begin a leak detection analysis for the remaining system components.

The department also recently updated its SCADA system; a computerized system that detects failures such as power outages and chemical imbalances. Having a system in place that detects these failures immediately can save a town hundreds of thousands of dollars in maintenance and repair to a system impacted by such failures.

Maintaining the water system requires on-going capital improvements to replace unsafe or inefficient lines, upgrade pumping stations, testing systems and chlorination systems. In response to new business development planned on Rabbit Road the town is considering replacing old eight inch asbestos cement water lines with 12" ductile iron pipe on Rabbit Road from Old Elm Street to Main Street. This would increase capacity in the area by

³⁸ Information received from Don Levesque during interview on July 19, 2007

³⁹ Pennichuck Water Service Corporation web page (http://www.pennichuck.com/about_us.htm).

enlarging the size of the line, offering better service to the industrial park and a newly rezoned commercial business district.

The DPW director approximates that about 25% of his and the department's administrative staff's time is devoted to water issues.

Needs

Due to the back of the house type of maintenance operations the DPW performs and the department's need for storage space for salt, gravel and other maintenance materials as well as trucks and other construction and vehicles, the DPW director would like to see a new facility constructed on the site abutting the Wastewater Treatment Plant off Route 110. There is adequate town owned land and the move would allow consolidation of DPW facilities. The move would also free up valuable property at the Lafayette Road site.

Wastewater Facilities and Personnel⁴⁰

Roughly sixty percent of the Town of Salisbury is served by the town's public wastewater system. Wastewater outside the town's collection system is handled by private systems that must meet state and local code. Salisbury's wastewater is collected and treated at the Wastewater Treatment Facility at 125 Elm Street. The Plant is about 20 years old but is in good condition. It is permitted for 1.3 million gallons of effluent per day and is currently treating an average of 800,000 to 900,000 gallons per day.

The wastewater staff, under the direction of the director of DPW, is responsible for the efficient operation of the entire treatment works and the wastewater collection system. Staff includes a chief operator, an assistant chief and lab technician, and a mechanic.

- Treatment Plant: Process building, screening rack, aeration system, five & seven million gallon lined lagoons, eight rapid infiltration sand filters, four ultraviolet disinfection units and outfall.
- Pumping stations: Operation and maintenance of seventeen pumping stations across town. Major components include pumps, telemetry, check valves, floats, transponders, compressors, dialers and various electrical components.
- Collection System: Inspection of hookups, distribution of lateral locations to contractors, drawings of as built, inspection of plans for potential developments, assistance in various aspects of engineering and planning.

Services

Daily operation of the treatment works includes a wide array of responsibilities. A plant check is performed daily that includes documenting daily flows, hours of operation on various pieces of equipment, weather, rainfall, and power usage. Samples are collected at various sample points throughout the treatment process. These samples are analyzed and documented for reporting purposes. Adjustments and changes to the treatment process are made from this information.

⁴⁰ Salisbury Department of Public Works
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Sampling and testing is also done on a daily basis. Lab data collected throughout the month is logged into a Data-Stream program that compiles monthly data for reporting to various State and Federal agencies.

Pumping stations are routinely checked for proper operation. Plant personnel do most repair work. Repairs include electrical components, telemetry repair and setup, piping and valves, seal replacement on various sizes and brands of pumps as well as grounds maintenance. Most pumping stations have automatic dialers that will call an answering service in case of a breakdown. Plant personnel will then be informed of the problem and respond accordingly.

Plant personnel are responsible for all sewer hookups in town. Once a licensed plumber completes the job, department personnel inspect and measure the job, make a drawing or as built plan of the work and put it in the database system.

Plant personnel also maintain the collection system. Normal operation of piping is checked on a routine basis. Problem areas are checked more frequently.

Reporting all plant, lab, and collection system data is done at least monthly. The DEP and EPA are the main agencies to which reports are sent.

Needs

There is an urgent need for additional public wastewater services in Salisbury due to the negative effects that failed septic systems have on the town's environmental resources. Extending wastewater services on Lafayette Road and replacing substandard piping on the beach south of Broadway represent two critical areas of concern. In addition, lack of access to the public wastewater system is limiting development in areas determined to be desirable for development such as Rabbit Road.

To address these issues, the DPW is installing new sewer lines as funding allows. Currently sewer lines are being added on Rabbit Road. Lafayette Road north of Schoolhouse Lane to the New Hampshire border is expected to be studied next.

It should be noted that the State of Massachusetts recommends that when a town's wastewater system reaches eighty percent of its capacity, it must look for expansion options. While the system is currently averaging below its permitted treatment capacity, major storms cause large surges that exceed the plant's capacity. Major storm surges frequently reach two to three million gallons of water per day. During the 2006 Mother's Day storm, the surge peaked at five million gallons per day. Land abutting the treatment plant was recently purchased for future expansion.

Solid Waste Disposal and Recycling

The trash and recycling collections in Salisbury are on an open subscription program which means residents and businesses are responsible for the removal of their trash and recyclables at their own expense.⁴¹ Municipal waste from town offices, agencies and facilities is

⁴¹ Salisbury Department of Public Works
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collected weekly by the Department of Public Works and hauled to a transfer station in North Andover. The town recycling center, located on Old County Road at the closed landfill site, accepts recyclables from residents on Wednesdays and Saturdays. It is limited to paper, plastics, glass and aluminum. Yard waste is also accepted at the site and composted though without regulations and monitoring. The town schedules annual recycling events, including an annual Christmas tree drop off, a hazardous waste collection day and a white goods collection day for washers, dryers, water heaters, refrigerators, stoves and other appliances.

Needs

The current program for solid waste disposal seems to be a source of concern and frustration for many residents and business owners in Salisbury. At various master plan committee meetings multiple participants sited trash as a major problem for their community. Both litter and household trash were included in the discussions. Their message was that trash and litter along road corridors, the beach, and other public places sends a negative message to residents, visitors and prospective business owners. To many, it represents a lack of care and is indicative of a town that lacks the capacity to offer a basic level of service to its residents.

Trash receptacles and bags waiting for collection represent a separate though related issue. As reported by meeting participants trash bags and receptacles can be seen on any day of the week throughout many areas of town. Most frustrating to residents is the appearance of trash bags and receptacles on multiple days even within their neighborhoods or along a single street. In part this is due to the schedules of the different collection agencies which are contracted with on an individual basis. The issue is exacerbated by the large number of seasonal renters who when moving from a property leave trash and unwanted household items on the curb, regardless of trash pick-up schedules. When landlords are not available to care for a unit on a daily or even weekly basis, the trash can be left for long periods, causing not only unsightly conditions, but potential health issues as well.

It should be noted that requests for trash clean-ups made to the DPW are rare. The following is a list provided by the DPW for requests for clean ups from residents from January 2004 to September 2007.

<u>Request Date</u>	<u>Location</u>	<u>Item</u>
10/12/04	Railroad/Vermont	bar stool
11/22/04	Salisbury Square	washer/dryer
6/7/05	6 Ocean Street	3 TVs
2/7/06	80 Railroad Avenue	2 Christmas trees
5/4/06	Ferry Road	1 AC, 2 computer monitors
6/12/06	Ferry Road	couch
12/4/06	Locust Street	2 chairs, sofa
3/30/07	Ferry Road	tires
7/16/07	459 North End Blvd	couch
9/13/07	Gardner Street	trash, syringes
9/14/07	Lena Mae's Way	2 washing machines, tires

Cemeteries

There are two public cemeteries in Salisbury and two private cemeteries. All are active, though there are very few internments in a typical year. Cemetery capacity is adequate for both short and long term needs given the current trend of burials. The Department of Public Works is responsible for the maintenance of public cemeteries.

Table 53: Salisbury Cemeteries

Long Hill Cemetery (private)	15.1 Acres	Beach Road
Old Burial Ground	.7 Acres	Beach and Ferry Roads
True Cemetery	1.7 Acres	Lafayette and Toll Roads
Maplewood Cemetery (private)		Ferry Road

TRANSPORTATION AND CIRCULATION

Roads

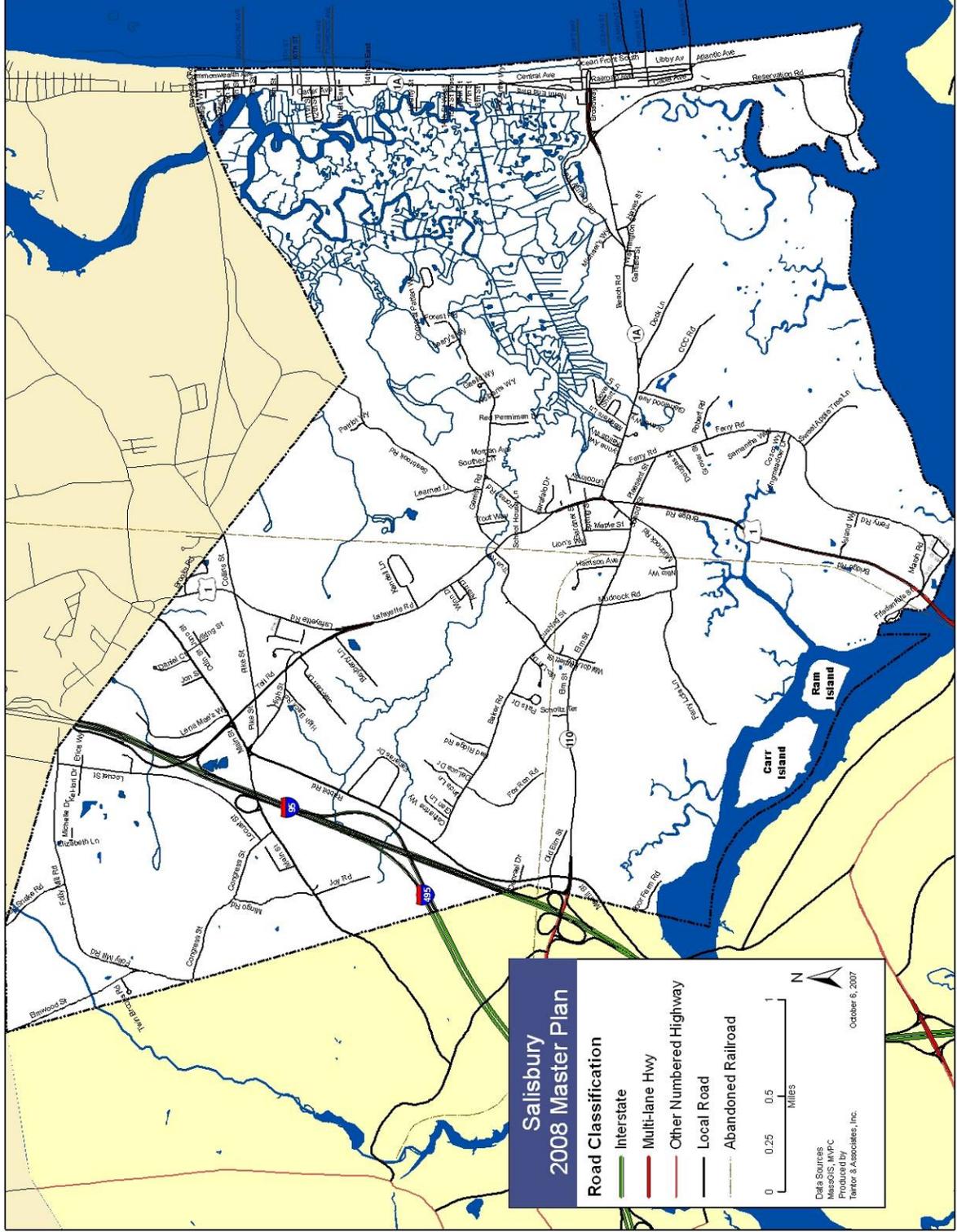
Access, Circulation Patterns, Capacity

Salisbury's location gives it access to superior roadway connections. Interstate 95 traverses the town in a north south direction along the town's western edge and Interstate 495 reaches its northern terminus in Salisbury as it intersects I 95 midway along its route. Two Interstate 95 ramps within Salisbury and another just across the line in Amesbury allow ready access to state and local roads. In addition to the Interstate System, all of the main roads in Salisbury are state highway segments. Together, these roads create a rough grid dividing the town into quadrants. US Route 1 (Lafayette road to the north, Bridge road to the south) runs north south through the center of Salisbury, passing through the historic village center. Route 1A (North End Boulevard) runs along the Atlantic Ocean on the north east edge of town and then turns west midway along the coast (Beach Road) and connects to Route 1 in Salisbury Square. Route 110 (Elm Street) runs east west through the town from Amesbury to Salisbury Square where it completes the crossroads. Another state road, Route 286 (Main, Pike and Collins Street) acts more like a local road and bisects the town in the north west quadrant connecting Route 1 to Interstate 495 and continuing west to Amesbury and northeast to Seabrook, New Hampshire. The majority of Salisbury's traffic occurs on these state roadways while local roads primarily serve the residential population and provide few options for through traffic.



Salisbury Square looking South

Map 6: Transportation Routes



Salisbury's primary roads are all significantly overburdened during the summer tourism peaks. Elm Street leading west into Amesbury is regularly congested. Even if lanes could be expanded, it is felt that intersections are so constrained that their limited ability to process traffic would limit the benefits of any widenings. Salisbury Square's offset configuration leads to congestion and lengthy queuing at peak hours throughout the summer.⁴²

The Beach District and its commercial hub is perhaps the most onerous traffic location in town in the summer. The district which includes free public ocean access at the terminus of Beach Road, a beach front commercial district of small shops, fast food facilities, arcades and bars, a dense and growing residential population, and the State's busiest park is served by only one road. On a typical summer weekend day this can mean in excess of 20,000 automobiles, the overwhelming majority of which then pass through the intersection at Salisbury Square and the balance of which travel north on Route 1A to and from New Hampshire. This combination of volume and limited roadway capacity creates conflicts resulting in extremely poor circulation through to Salisbury Square and can cause lengthy delays of up to several hours to exit the State Reservation.

The Mass Highway Department (MHD) has studied the feasibility of providing a new road that would link the Interstate highways with the beach through several design options. Any new road would have some constraints in making its western connections, and any alternative would require construction in highly sensitive marsh areas. All of the options considered are expensive, with new roads and grade separation being the costliest, and likely requiring land taking by the state.

It should be noted however, that the seasonally high beach traffic that impacts the town is confined to around ten weekends a year and primarily only impairs the roadways from the beach to just through Salisbury Square, with the most severe impact to guests leaving the State Reservation. To date, the State Department of Highways has not considered the issue serious enough to warrant a road altering reconstruction. Operational procedures may offer a more realistic and economically feasible solution. Traffic details in Salisbury Square are generally in place on summer weekends and assist with traffic flow at this critical intersection.

Traffic Counts

The table below shows that Route 1 carries the consistently highest traffic load with an average daily count of above 15,000. Beach Road, Route 110/Elm Street, and Route 286 also show significant traffic though less data is available to understand any seasonal fluctuations. Additional traffic counts are needed to better evaluate high- and off-season traffic on Lafayette Road north and south of Route 286, Route 110, Beach Road, and at each Interstate 95 exit.

⁴² Community Development Plan, 2004
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Table 54: Average Daily Traffic Counts 2001-2006

Avg daily traffic	2006	2005	2004	2003	2002	2001
1 N of March Rd			15,461 APR			
1/Bridge St At Newburyport CL	17,211 AUG	15,994 SEP	18,715 AUG	19,215 AUG	25,052 AUG*	16,709 NOV
1/Bridge St At Newburyport CL			15,088 APR			
1/Lafayette Rd At NH State Line	12,680 AUG					
1/Lafayette RdN of Toll Rd	10,081 AUG					
1/Lafayette Rd S of Toll Rd	15,202 JUN					
1/Lafayette Rd S of Rte 286					13,048 SEP	
110/Elm St E of Merrill St						15,125 NOV
110/Elm St E of Mudnock Rd			10,898 APR			
1A/Beach Rd W of State Beach Rd					14,090 AUG	
1A/Beach Rd W of Ferry Rd					9,451 OCT	
1A/Beach Rd E of Dock Ln	20,973 JUL**					
1A/N. End Blvd N of Central St		10,214 JUL			8,926 AUG	
1A/N. End Blvd.New Hampshire Line						
286/Collins Rd E of Rte 1(at NHSL)	19,616 JUL**	18,861 JUL			10,583 SEP	
286/Forest St W of Rte 1						
286/Toll Rd Ext. NW of Main St						
Broadway E of Rte 1A						
Cable Ave S of Broadway				4,901 JUL		
Central Ave N of Broadway			1,335 JUL			
Cushing Rd N of Rte 110					558 JUL	
Ferry Rd S of Rte 1A/Beach Rd						1,260 NOV

Source: Merrimack Valley Planning Commission: Traffic Counts Table
 *denotes construction in the area, **denotes counts on special weekends

Condition

Aside from their limited capacity to handle seasonally high traffic volumes the roads in Salisbury are in generally fair condition. State owned roads are maintained by the Massachusetts Highway Department. The town takes a pro-active approach to the

maintenance of town roads as funding allows with an on-going program that provides an asphalt over-lay coat to a small percentage of the town's roads each year. The length of road that is over-laid each year is dependent on the amount of funding and the cost for materials. Ideally, five percent of the town's roads would be repaved each year to allow all to be repaved within their 20 year expected life span. The town also has an on-going capital improvement program that rebuilds roads from the drainage layer up. Generally this type of re-building only occurs in conjunction with other capital infrastructure projects such as water and sewer lines.

Roads in the area of Salisbury Beach may be the most in need of improvement. Some of the secondary residential roads that serve the beach area, such as Railroad Avenue are simply not wide enough for current uses, including through traffic, parking, pedestrians and bicycles. An evaluation of the town's roads and sidewalks is needed to address the issue of capacity and safety.

Flooding also has a substantial impact on many Salisbury Roads. The May 2006 "Mother's Day Storm" caused significant flooding in Salisbury. This flooding resulted from locally heavy rains (18 inches in 24 hours) that caused heavy runoff in local streams and watersheds. There was significant flooding on Lafayette Road at Smallpox Brook as the stream rose above the roadway and washed out parts of it. There also was significant flooding on Bridge Road at Town Creek as the culverts under Route 1 and the tide gate at the railroad bed held back the flow resulting in flooding of the roadway and local businesses. Jaklen Drive also experienced flooding and became impassable.

The April 2007 "Patriot's Day Storm" was a several day coastal storm that caused severe erosion of Salisbury Beach from high waves, a 3-foot storm surge and astronomically high tides. The high water also was pushed up the Merrimack and washed out the rail bed at Town Creek, resulting in flooding of Bridge Road (US Route 1) at Town Creek, and a number of businesses located there. High water in the Merrimack from the heavy rain associated with the storm also contributed to the flooding of Route 1. The flooding continued through the week with the highway closed Monday through Friday, resulting in significant disruption. The town mobilized a local highway construction company to make emergency repairs of the rail bed at Town Creek to stem the flooding. Repair costs were in excess of \$300,000 and the town is applying for reimbursement from FEMA and will also seek funding to mitigate the risk of future flooding at Town Creek. The rail bed at Town Creek also washed out during a coastal storm in 2005 and repaired by the MBTA and the town later that year.

The 2007 "Patriot's Day Storm" also caused floodwaters to flow over Ferry Road and March Road at Ring's Island for three days during high tides that periodically covered the south end of Bridge Road and flooded several other businesses located along the road. In addition Beach Road (State Route 1A) was flooded and closed during several high tides that week.

Coastal Zone Management has installed tide height monitors in Town Creek before the 2007 storm in preparation for a proposed marsh restoration and flooding project. Tide height information has not been received to date.

Current or Planned Improvements

Route 286, also known as Main Street, Pike Street and Collins Street is heavily traveled, with some of the highest traffic counts in town and is problematic due to a series of oddly angled intersections. The State Highway Department is currently studying these to improve their safety and efficiency. As the most direct route leading from Interstate 95 to Seabrook, New Hampshire where a cluster of regional retail is located, this road is likely to require on-going improvements. In addition, the Route's intersection with Route 1 has capacity and the likelihood of future commercial or mixed-use development.

Lafayette Road (Route 1 North) has been included in the Transportation Improvement Plan (TIP) in the past for reconstruction from Salisbury Square north to the New Hampshire state line. It will be important to try to coordinate any highway work with extension of town sewer service along the roadway.

Minor improvements have been considered at Salisbury Square to facilitate turning movements of traffic traveling west on Beach Road and turning north on Route 1. Also turning movement from Route 110 south onto Route 1 may be enhanced with minor reconstruction of School Street where it intersects Route 1.

There is some concern by the Department of Public Works that coastal beach roads may prove to be a maintenance issue in the future as the State requires no impervious surfaces on much of the beach district land now being considered for development. Unless an impervious pavement is found to replace the gravel dressing currently considered for this application, the DPW could be faced with maintaining gravel roads, which could be both time consuming and unsustainable. Pervious pavements (both pervious asphalt and concrete) should be studied, for future application.)

Roadway improvements that are funded in whole or part by federal funds must be included in the State's Transportation Improvement Program (TIP) The Merrimack Valley Planning Commission (MVPC), as the regions transportation planning organization prepares a four-year Transportation Improvement Program each year as part of the ongoing transportation planning process in the Merrimack Valley and the Lawrence-Haverhill urbanized area. The TIP is based on a four-year period of programming projects. Without such a listing, Federal Highway funds cannot be expended by the Massachusetts Highway Department (MassHighway) on local or State projects. Similarly, the Merrimack Valley Regional Transit Authority (MVRTA) can only receive funds for projects listed in the TIP. To become listed the project must be approved for funding by Mass Highway and must:

- conform to the State Implementation Plan (SIP) for Air Quality in accordance with the Clean Air Act Amendments (CAAA), giving special consideration to "regionally significant" projects
- Demonstrate fiscal constraint for all projects listed in the TIP
- Estimate future funding sources for operating and maintaining the current transportation network as well as the costs of capital improvements
- Present the status of projects from the previous TIP
- Describe the status of Merrimack Valley Transportation Control Measures (TCMs) appearing in the SIP
- Undergo a public involvement period

However, Approval of a project by the MVPC does not constitute a commitment of funds. MassHighway decides whether to fund a project in a given year by considering such factors as cost, availability of money in the project's funding program, project status (how far along the project is in the design process), and the project's priority. Given the long and competitive process required to get transportation improvement projects listed in the TIP, it is critical that this be an on-going priority for the town for improving its transportation infrastructure.

Parking

Salisbury owns and operates one municipal parking lot in the Beach District that accommodates about 750 automobiles. 87 of the spaces are metered and are controlled by the Salisbury Police Department. The remaining spaces are managed by the Department of Public Works. Parking fees are generally collected only during special events in the early season months of May and June. During high season from late June through Labor Day, fees per car are collected. Usage of the lot has declined significant in recent years as the beach amusement businesses have closed. Except for an occasional special event the lot offers more capacity than is needed.



Beach Road municipal parking lot

Off season the lot is used minimally by businesses and residents. In the winter, the parking lot is occasionally used for snow storage.

On-Street Parking

On-street parking is prohibited on all state-owned roads, including Routes 1, 1A, and 286. North End Boulevard (Route 1A along the north shore of Salisbury Beach) however, is consistently used for parking, particularly during the summer when automobiles angle park along the east side of the road and parallel park along the west side. Officer Sullivan of the Salisbury Police Department felt that the illegal parking is primarily due to lack of private parking spaces on residential lots and not typically beach goers looking to avoid the municipal lot.

Parking is allowed on town-owned roads except where specifically prohibited by posting and throughout town during the winter parking ban period. The winter parking ban is in effect yearly from December 1st through April 1st. During this time, parking is not allowed from in the pre-dawn hours, and is also prohibited during snow events.

Pedestrian & Bike Ways

Communities around the country are discovering that pedestrian and bicycling ways and facilities are powerful tools for improving the overall quality of life for their residents. The role sidewalks and trails play in knitting neighborhoods and districts together, in reducing dependency on automobiles and increasing options for healthy recreation is well documented. With increased length of trails and increased access to varied resources and services, trails also bring about incremental economic gains, as visitors support local businesses and businesses develop to support the trail users.

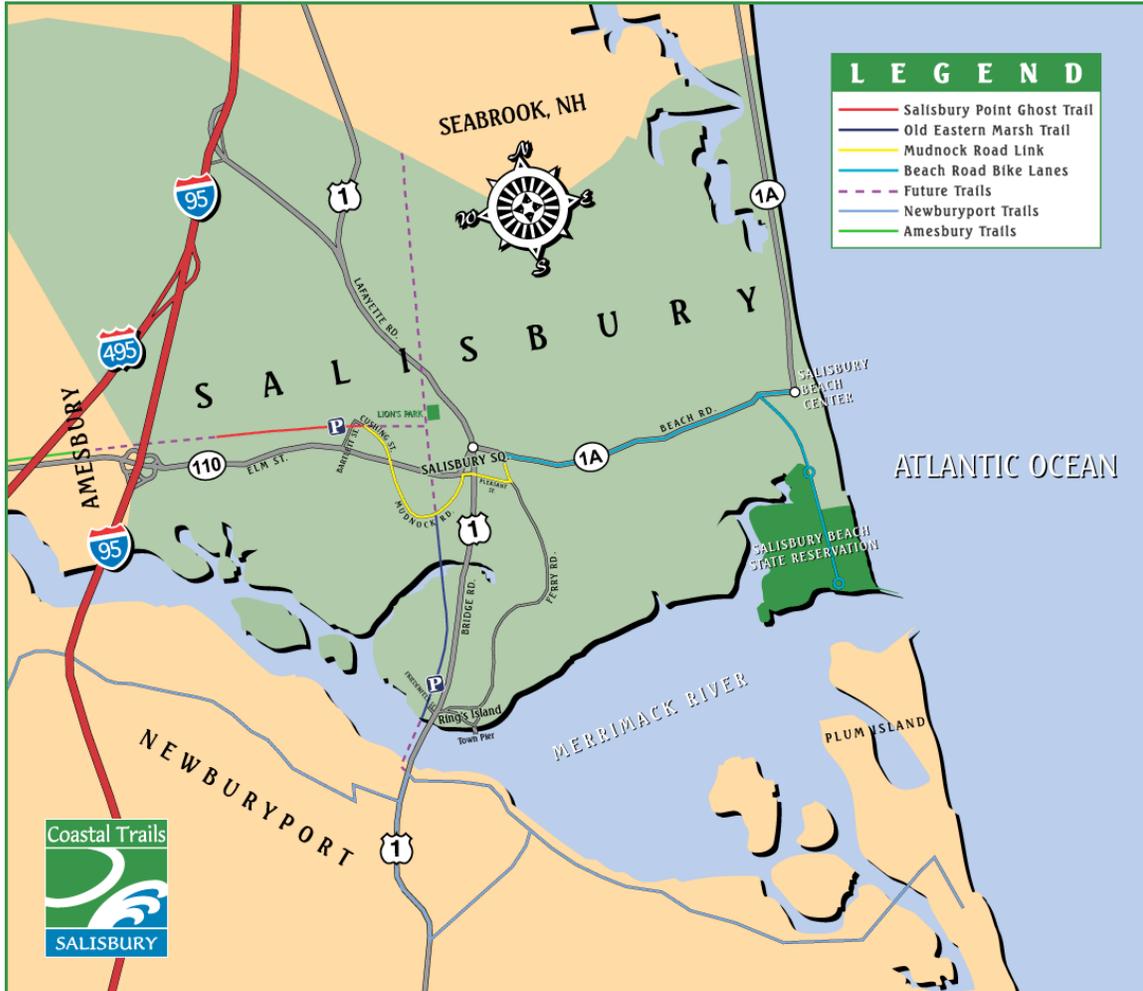
Sidewalks in Salisbury are generally clustered in the Village Square and in the Beach District and occur haphazardly throughout other areas. They are generally in poor condition having received no maintenance for well over a decade and are noticeably absent in many critical areas. The town's leaders and residents have expressed interest in dramatically improving sidewalks throughout town, and have taken some initial steps toward developing a sidewalk system that maximizes connectivity and supports businesses and neighborhoods. These steps include inventorying and assessing the conditions of existing sidewalks, and prioritizing areas for improvement within Salisbury Square. The town intends to concentrate first on repairing or replacing existing sidewalks, and then constructing new sidewalks where the greatest demand is indicated, and with the intention to create loops and connections wherever possible. Some funding sources have been identified for specific areas, and a revolving fund to support repair and construction has been established.

To continue with the sidewalk implementation plan will require a commitment to both capital improvements and on-going maintenance, but is at the heart of developing sustainable neighborhoods and commercial centers. Developing a comprehensive sidewalk program will require the town to continue mapping existing sidewalks and appraising their condition. It will also require creating a new map of desired sidewalk routes that take into consideration locations of parks, school, shops and other destinations that could be accessed by pedestrians given adequate access and infrastructure. The system does not need to include sidewalks along both sides of all streets or even be available on all streets. They should be considered where the town would like to encourage walking, and where the proximity of destinations (residential and businesses) make the option of walking reasonable and desirable.

Salisbury has recently found great support for rail trails in town and envisions trails from New Hampshire into Newburyport and south, and from Amesbury and points west to the beach. Some trails already exist, others are in development and still others are being planned. However, together Salisbury's Coastal Trails will provide an integral link in the Coastal Trails Network – a developing 30 mile system of bicycle and pedestrian trails linking unique coastal features, town centers, neighborhoods and transportation hubs in the surrounding Massachusetts communities of Newburyport, Amesbury and Newbury.

Salisbury has one existing on road bicycle trail and one planned. Mudnock Road Link is a quiet 1.6 mile route that links a central Salisbury neighborhood to Salisbury Square and to the Salisbury Point Ghost Trail. Beach Road bike lanes, planned for implementation in 2008 will be wide, marked bike lanes running 2.2 miles from Salisbury Square to Salisbury Beach.

Salisbury’s first improved off road recreational trail is the Salisbury Point Ghost Trail an improved one mile gravel trail that provides easy walking or biking through quiet woodlands. The town’s second recreational trail, Old Eastern Marsh Trail is under design and will connect Salisbury Square through the Mudnock Road Link to Newburyport. Unimproved, but passable today it stretches 1.4 miles between the Merrimack River and Mudnock Road offering easy walking or mountain bicycling through beautiful salt marshes with unspoiled vistas and varied wildlife.



Coastal Trails Map: Salisbury

The town has been participating in the Border to Boston Trail Task Force which has been convened by Mass Highway to study, design and construct the Border to Boston Trail. This multi-use recreational trail will extend from the New Hampshire state line in Salisbury to Danvers. The town will be seeking design and construction funding to extend its rail trail on the Eastern Railroad right of way from Mudnock Road north to the New Hampshire state line. This extension will link the Salisbury Square area directly to the Elementary School and will provide excellent access to the Boys & Girls Club (housed in the Memorial School) and to Lion’s Park. The north-south rail will link with the Salisbury Point Ghost Trail at Lion’s Park, providing a connection to the Salisbury/Amesbury town line near Rabbit Road.

Water Transportation

Historically, the towns of Salisbury and Newburyport were connected with ferry service, shuttling both freight and passengers between the neighbors. However, with the installation of the Route 1 Bridge across the Merrimack in the early 1900s ferry service was discontinued and has never been re-established. Today waterfront communities throughout the country are again looking at their waterways to provide them with unique venues and services that others value. From waterfront walkways and parks, to docks and bridges redeveloped as commercial venues, to water transportation, each of these elements helps create an identity and a sense of place that is memorable and marketable. Water transportation should be part of what can be experienced in Salisbury. It should be studied for feasibility both at the oceanfront and along the river within a network of neighboring coastal and waterway communities.

The 2004 Community Development Plan recommends introducing a seasonal ferry service from downtown Newburyport to the dock at the State Reservation and/or a new pier at the Beach Center to leverage both the urbane and the seashore aspects of Salisbury's location. Initial inquiries with the State Department of Conservation and Recreation regarding services using the State Reservation facilities have been well received and should be followed up since the site offers both parking and a large potential customer base.

Salisbury currently has a town dock at Ring's Island and it is considering adding a second near Bridge Marina on an MBTA leased site. Both of these sites however lack parking which would be a critical element for ferry service. However, a smaller river tour service could be developed providing recreational opportunities along the Merrimack for dining or sight-seeing.

There are two public boat launch ramps in Salisbury and three commercial marinas. The public facilities include the Black Rock Creek ramps owned by the State and operated by the State Department of Conservation and Recreation, and the town dock at Ring's Island. Black Rock Creek is located in the Salisbury Beach State Reservation at the mouth of the Merrimack River. The facility has two boat ramps, one with concrete lanes and a combined launch dock/staging dock. It is suitable for large boats while the other ramp is appropriate only for jet skis and other small water crafts. The site contains about 30 parking spaces and trailers can park along the access road when the site is crowded. The only cost is an entry fee to the Reservation at \$7 a day or \$35 a season. The site is very busy between Memorial and Labor Days.

The town dock at Ring's Island has the capacity for up to about 30 dinghies and serves boats at moorings in the Merrimack River. The small gravel parking lot limits the number of users. The ramp at the dock at Ring's Island is usable for launching only at high tide.

Commercial marinas provide services to hundreds of boats and are a substantial economic resource in Salisbury. Bridge Marina at 179 Bridge Road, adjacent to the Route 1 Bridge on both sides is well positioned with good parking and visibility. The facility has 116 boat slips and offers dockside and storage, gas and fuel sales, marine store, boat hauling, restaurant,

fiberglass boat repair, tackle shop, and charter fishing. The water depth at the end of the dock is 15 feet at mean low water. The maximum size vessel that the facility can handle is 50 feet.

Ring's Island Marina at 16 First Street has the capacity to dock 3,000 linear feet or approximately 120 boats. The facility offers showers and restrooms, marine office, ship's store, electric power at slips, hauling, repairs, winter storage and parking. The depth of water at the dock varies from four feet to thirteen feet at mean low water.

Cove Marina at 35 Friedenfels is located upriver of the old railroad bridge across the Merrimack. It slips vessels up to 48 Feet within 142 slips and 14 moorings. The deep water slips offer water and power, high-speed wireless internet access and cable television. Cove Marina also has restrooms and showers, lit parking, laundry facilities and a picnic and play area.

The Town of Salisbury Harbor Plan, substantially complete in July of 2007 includes a breadth of information on Salisbury's waterways and provides a great deal of information pertinent to the discussion of water transportation, including feasibility of sites for dock development. The purpose of the plan is to guide decision making by the Salisbury Harbor Commission. The Plan provides information that can be used as the basis for decisions on development proposals and capital investments affecting the waterfront and waterways of the town.

Public Transportation

Type, Access, Capacity

Salisbury is a member of the Merrimack Valley Regional Transit Authority (MVRTA) a regional service agency representing the towns of northeast Massachusetts. MVRTA operates a bus line during July and August that stops at Salisbury Beach on its way to its terminus at Hampton Beach. The bus originates in Lawrence and has stops in Methuen, Haverhill and Amesbury, but does not have a scheduled stop to accept passengers within Salisbury. The service runs in bound to Salisbury and Hampton beaches each 10-20 minutes from Lawrence between 8:15 to 9:40 and outbound from Hampton Beach between 1:50 to 3:15 Monday through Friday.

The nearest bus and rail services for Salisbury residents and workers are in Newburyport. Public bus services are located in the park and ride lot of Interstate 95, two and a half miles south of Salisbury. Buses from Newburyport provide service to multiple locations in Boston including hourly dedicated buses to Logan Airport. Rail service is available at the commuter rail station within fove miles of Salisbury Center.. Commuter rail provides access to multiple north shore stations as well as Boston's North Station and subway system.

The 2004 Community Develop Plan sites a recent New Hampshire study of the feasibility of reintroducing rail service to Portsmouth NH showing that the option is not economically viable at any time in the foreseeable future. It has been accorded a low priority despite some local interest along the New Hampshire seacoast. This abandonment of this railroad property facilitates the using the property for recreational trails which is a high priority for the town.

Other forms of public transportation should be considered particularly to respond to high seasonal traffic volumes.

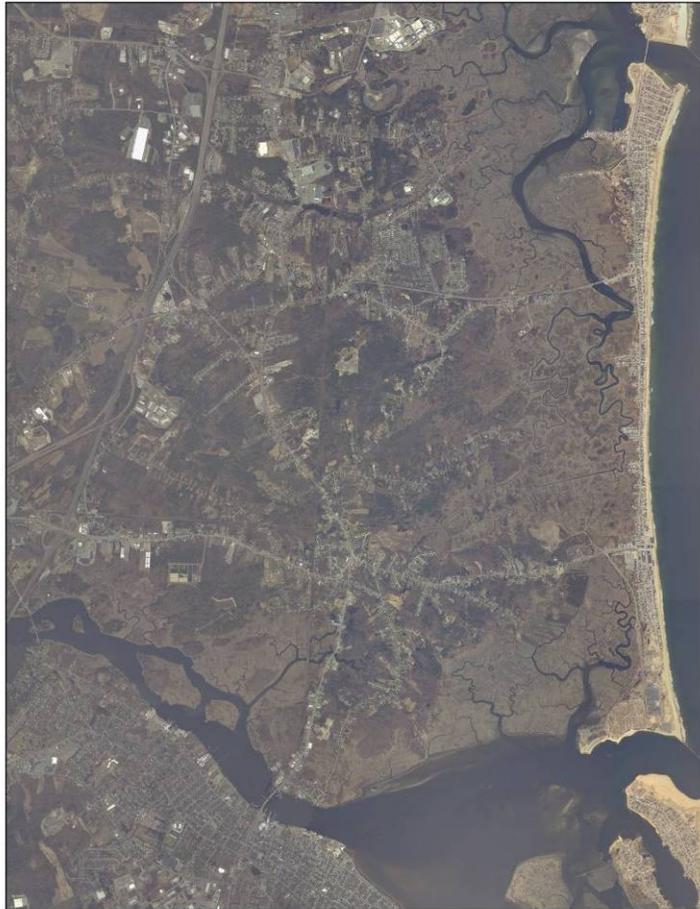
NATURAL AND CULTURAL RESOURCES

Introduction

The Town of Salisbury is located adjacent to the Atlantic Ocean and bordered by the Merrimack River. This coastal location has shaped the natural and cultural resources of the town. The town contains varied natural resources including woodlands, wetlands, water bodies and beaches as well as heritage landscapes, historic and archeological resources. The town's tidal creeks and salt marsh areas also comprise a portion of Massachusetts' *Great Marsh* that extends from Gloucester to the New Hampshire border.

Natural Resources

The Atlantic Ocean forms the easterly boundary of the town and the Merrimack River forms the southerly boundary. Both of these water bodies contribute to the town's expansive salt marsh and tidal creek systems which, combined with the coastal beaches, are two of the most prominent landscape features in the community. There are also inland water bodies and associated wetland areas as well as large tracts of woodlands and agricultural land. The town is relatively low lying topographically with elevations ranging from mean sea level at Salisbury Beach and along the Merrimack River and tidal creeks to 170 feet above mean sea level on Batt Hill in the northwest corner of the town.



According to the 2004 Community Development Plan,⁴³ less than twenty percent of the town is protected by conservation easements or other permanent ownership. As discussed in the Open Space and Recreation Existing Conditions Chapter, protected properties include land owned by the state of Massachusetts such as Salisbury Beach and various marshland parcels and islands, non-profit land trusts such as the Essex County Greenbelt Association and certain town-owned land, including town greens, cemeteries and land in and around the wellfields. There are also several agricultural and woodland parcels subject to Chapter 61 restrictions. While the salt marshes and estuaries are relatively “protected” from development other privately owned open areas are not necessarily protected. The town’s varied natural resources are discussed in more detail below.



Salt Marshes and Tidal Creeks

The town’s salt marshes and tidal creeks are part of the regional *Great Marsh* system and provide significant ecological functions. The Great Marsh the largest salt marsh in New England includes over 20,000 acres of marsh, barrier beach, tidal river, estuary, mudflat, and islands of upland that extend across Massachusetts from Gloucester to Salisbury. The natural resources in the Great Marsh are very biologically productive, providing nursery and other habitat and foraging fisheries, benthic organisms, waterfowl and other wildlife. Many species of fish, insects, shellfish, reptiles, amphibians, birds, and mammals make their home in the *Great Marsh*.⁴⁴ In addition, the resource also plays an important role in preserving water quality and supply, filtering stormwater pollutants and flood protection preventing storm damage.



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Plum Island, located south of Salisbury, along the coastline contains the 2,900 acre Parker River National Wildlife Refuge which is part of the Atlantic Flyway migration route. Over 300 species of birds have been sighted and more than 60 bird species are known to breed in the area. During the spring and fall migrations, concentrations of up to 25,000 ducks and 6,000 Canadian Geese have been noted.

⁴³ Salisbury Community Development Plan, June 2004, Community Design Partnership

⁴⁴ Essex National Heritage Area “Exploring the Great Marsh”.

Salt Marsh

Salisbury's extensive salt marsh system is characterized mainly by smooth cordgrass with other grasses including rushes and sedges. Despite the sparse variety of vegetation, salt marshes are one of the more productive habitats in the area and at one time also played an important economic role in hay harvesting for livestock.

Portions of the town's salt marsh system have been degraded over time as a result of filling and/or tidal restrictions but recent efforts to restore these systems have begun. Of particular note is the Town Creek salt marsh located just west of the Route 1 Bridge off the Merrimack River. This system includes about 350 acres of degraded tidal wetlands comprised of large monotypic stands of Phragmites and former tidal habitats. This site was recently identified as a high priority site for potential restoration in the Great Marsh Coastal Wetlands Restoration Plan.⁴⁵ The state Wetlands Restoration Program is expected to provide funding for this project in the near future for technical services to develop baseline information needed to assess existing conditions and restoration options. Improvements to the salt marsh system including tidal flow have positive impacts on the various fisheries, shellfish and other organisms that depend on the system.

Tidal Rivers and Creeks

Salisbury contains a system of interconnected coastal rivers and creeks along its eastern and southern regions which provide important ecological functions and a variety of opportunities for recreation (see Map 7).

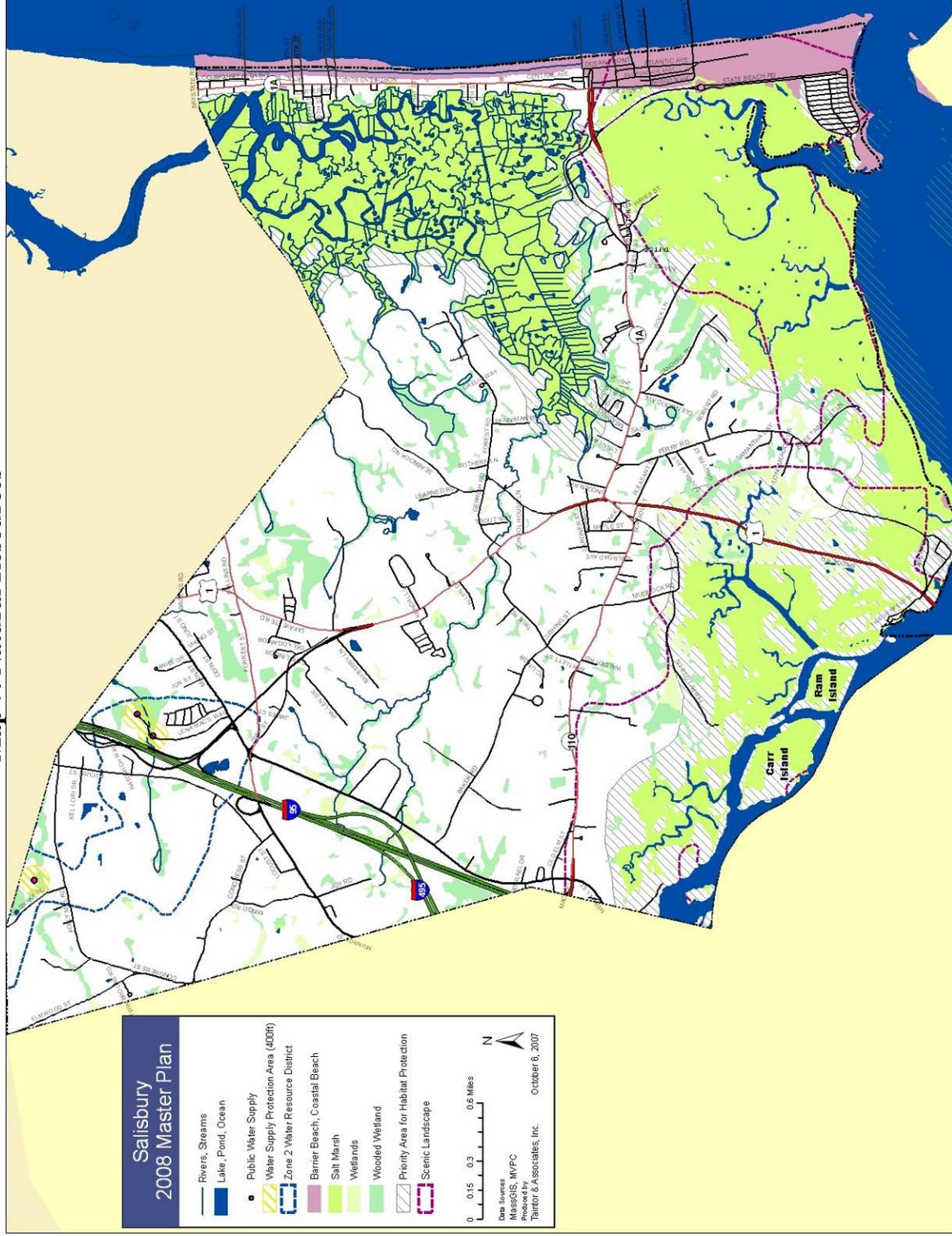
Most prominent is the *Merrimack River*, the region's pre-eminent freshwater/tidal resource located along the town's southern border which is used for motor boating, kayaking/canoeing, and fishing, as well as wildlife observation and scenic enjoyment.



American Shad

⁴⁵ The Massachusetts Office of Coastal Zone Management's wetlands Restoration Program (WRP) together with numerous partners has completed a Draft Great Marsh Coastal Wetlands Restoration Plan as a tool to help communities in the Great Marsh region identify and restore degraded and former coastal wetland habitats. The Plan identifies 22 sites located in Salisbury; 9 of the sites are rated low priority, 10 as medium, 1 as high, with 2 sites currently being in development.

Map 7: Natural Resources



The *Merrimack River* stretches approximately 110 miles southeasterly from the confluence of the Pemigewasset and Winnepesaukee Rivers in Franklin, New Hampshire, to the Atlantic Ocean between Salisbury and Newburyport. The Merrimack is also an important fisheries resource and is home to the state endangered Atlantic Sturgeon and the Shortnose Sturgeon which use this section of the River from May to October. Other fish species include: striped bass, bluefish, cod, and flounder. Other fish species include: striped bass, bluefish, cod, and flounder. Shad and alewife are two anadromous fish species which use the Merrimack River for spawning and nursery habitat in the spring and summer typically returning to the ocean in the fall.

Several tidal creeks traverse through the Town of Salisbury into the Merrimack River. The creeks include: *Town Creek*, *Mill Creek*, *Morrill Creek*, *Middle Creek*, *Shad Creek*, *Allen Creek*, and *Black Rock Creek*, which together dissect large expanses of salt marsh on the southeastern portion of town. The *Blackwater River* courses northward through the northeast section of the town, to Hampton Harbor in Seabrook, New Hampshire. *Little River* flows from the *Blackwater River* southward into the Great Marsh.



Black Rock Creek and *Town Creek* are navigable by small boats. *Black Rock Creek* provides recreation access from the Salisbury Beach State Reservation via a boat ramp accessible by kayaks and other boats. *Town Creek* which is navigable is not currently accessible for recreational boating; however the Harbor Commission has proposed creating an access point for a kayak launch where the Old Eastern Marsh Trail crosses the Creek.

Tidal creeks provide an important wintering habitat for Black Ducks and other waterfowl and this area of Salisbury is one of the few sites in the state where small colonies of Common Terns nest in the salt marshes. The salt marsh is also a breeding habitat for Sharp-tailed Sparrows and Osprey. The majestic Bald Eagle also nests along the Merrimack River year round, with many bald eagles using the River in midwinter when more northerly rivers are frozen.

Extensive mudflats are found along the Merrimack River as well as along the entire stretch west of Salisbury Beach. The mudflats provide a vast amount of shellfish resources in the area including: surf clams, ocean quahogs, and sea scallops along the Ocean; and soft-shelled clams, European oysters, and blue mussels along the Merrimack River. These areas are not always open for harvesting due to poor water quality conditions, red tide, or other occurrences that could adversely affect public health if the shellfish were consumed. Coastal lobsters are also found in rocky areas along the shoreline where shelter is readily available.

Coastal Islands

There are three coastal islands located in the Merrimack River, Carr Island (62 acres), Ram Island (26 acres), and Eagle Island (4.8 acres). These islands are owned by the State Division of Fisheries & Wildlife and are managed as wildlife sanctuaries and reservations. These are not staffed and are only accessible by boat. Similar to the salt marshes and tidal creeks, the coastal islands provide another important habitat for wildlife.

Coastal Beaches and Dunes

Salisbury Beach forms the eastern border of the town and is a 3.8 mile long barrier beach that extends from the State Reservation at the southern end of the town at the Merrimack River northerly to the town's border with New Hampshire. The beach is comprised of a continuous low lying sandy foreshore and an elevated linear coastal dune system. The area is used extensively for various recreational purposes by residents and visitors.

The beach protects the adjacent low lying upland areas the town from coastal storm flooding and storm damage. The dune system is vegetated with American beachgrass and coastal panic grass closest to the water with Japanese sedge, bayberry, beach plum and rugosa rose further landward which help prevent dune erosion and promote dune stabilization and growth.



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By virtue of its location along the Atlantic Ocean, the beach is susceptible to erosion during some spring and winter storm events which can result in erosion of the beach and dunes. Recent storms in May of 2006 and April of 2007 resulted in significant erosion along large portions of the beach and dunes resulting in abrupt 6 to 10 foot vertical drops in the dunes in some locations requiring emergency restoration action, including the placement of stairs in multiple locations including three public accessways and a new dune near the south side of the Beach Center. DCR is currently developing a beach management plan to proactively address these issues.

The Merrimack River has historically been a significant source of sand for nearby barrier beaches, including Plum Island and Salisbury Beach. Before jetties were constructed at the river mouth in the late 19th century, the course of the river changed periodically, eroding and reforming barrier beaches to the north and south. The current jetty system constricts both the river's flow and tidal flushing of the estuary and deposits sand farther off shore than historically. As sand is washed down the river from upriver sources, shoaling occurs in the mouth of the river and off shore. The Army Corps of Engineers periodically dredges the mouth of the river to assist in navigation and disposes of the dredged sand in disposal areas off Salisbury Beach Center and Plum Island. Because of concerns that the disposal areas are too deep and too far from shore to nourish the nearby barrier beaches, the town is seeking a change in state and federal policy that would allow the dredged sand to be applied directly to

the beaches to re-nourish them. The Massachusetts Coastal Hazards Commission recommended such a policy change as a high priority recommendation in its recently-released comprehensive report (May 2007). See recommendations #22, #23, and #24 on page 20 of the Commission's Report. (<http://www.mass.gov/czm/chc>).

Efforts are being made to stabilize the beach by promoting growth and re-vegetation of the dunes. Dune regrowth will serve to provide a greater supply of sand for natural beach replenishment and protects the development on the leeward side of the dune. However, single dunes are always at greater risk to storm damage than multiple dune beachfronts.

Inland Wetlands and Streams

The town contains inland wetlands located adjacent to streams as well as potential vernal pools and small isolated inland water bodies. These resource areas are important for flood protection, water quality, water supply and natural systems. *Smallpox Brook and Meader Brook* rise near Rabbit Road and flow easterly towards the salt marsh north of Beach Road. The wetlands are located near these inland streams and in low lying areas such as areas west of the Atlantic Ocean north of Beach Road. Similar to the salt marshes, inland wetlands and streams provide habitats for many species of plants and animals. They also substantially help to control flooding.

Salisbury's Conservation Commission has stricter regulations than required under State law and imposes a 25 foot no disturbance and 40 foot no build buffer from any water resource. When wetland alteration is allowed, the town requires two square feet of replication for every square foot of alteration.

Woodlands

About 40% (3,890 acres) of the town is forested. These wooded areas are typically located adjacent to fields and tidal creeks and are a prominent landscape feature. The majority of the town's forested land occurs in the Plains, off Lafayette Road, and to the side of Baker Road and Ferry Road. Currently, there is only one parcel of forest land (14 acres) that is temporarily protected under Chapter 61. This leaves open the risk of loss of woodlands due to development in the future.



While these lands do not serve a resident population of rare, endangered or significant species, they do provide habitats which are crucial to many migrating species. These areas also reduce stormwater flooding, provide shade and mitigate wind impacts to other areas during storm events.

Cultural Resources

Heritage Landscapes

Salisbury contains four distinct landscapes including the Plains area located in the northwest section of town which is characterized by farms and fields; Salisbury Square, the downtown area which is urban in form with civic, retail and service oriented land uses including the Town Green; Ring's Island, a beautiful and historic fishing village located in the southeastern portion of town along the Merrimack River, characterized by old sea captain homes and sweeping views of the



Merrimack River and Newburyport's skyline; and Salisbury Beach, which abuts the Atlantic Ocean to the east and the Merrimack River to the south and is characterized by dense development along long stretches of sandy beaches and dunes and excellent views of salt marsh areas.

In May of 2005, a Reconnaissance Report⁴⁶ was prepared to initiate the documentation of the heritage landscapes of Salisbury. The report (hereinafter referred to as the "Reconnaissance Report") is part of the Massachusetts Heritage Landscape Inventory Program funded in part by the state Department of Conservation and Recreation and the Essex National Heritage Commission. It also provided recommendations of preservation strategies for specific landscapes (See Chapter *).

The landscapes included in the inventory include single structures, working farms, historic neighborhoods and a cemetery. Some of these structures/areas which are described below, are also included in the town's historic and archeological resource inventories.

⁴⁶ Salisbury Reconnaissance Report, Essex County Landscape Inventory, prepared by Massachusetts Department of Conservation and Recreation & Essex National Heritage Commission and dated May 2005. Volume 1: Existing Conditions and Trends
Natural and Cultural Resources

Individual Structures

Ben Butler’s Toothpick

Ben Butler’s Toothpick, named after a Civil War general, is a pyramidal-shaped navigational marker dating from the late 19th century. It rises at the end of the stone jetty located at the mouth of the Merrimack River in the Salisbury Beach State Reservation. The structure was installed as a navigational aid to mariners entering the dangerous waters of the Merrimac River from the Atlantic Ocean. It remains a well-known navigational aid to boaters, known simply as “The



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Toothpick.” The marker consists of a wood, stick-framed, pyramidal structure mounted on a high, mortared, granite-block, square base. It is an important feature of the maritime history of this community and the greater regional North Shore coastal area.

Farmlands

Farming has been a longstanding tradition in Salisbury. Similar to other towns on the eastern seaboard, farming has experienced a long-term decline in Salisbury. The farms, that do remain in the community are among the most cherished of all local landscapes and are susceptible to development pressures. In 1999, about 5.7% (700 acres) of the town was comprised of farmlands. Although most farms have transitioned to other uses over time, several working farms remain in the Plains area and on Ferry Road. These farms provide employment, economic value and visual and cultural continuity to the landscape. Nearly all working farms are under Chapter 61 property restrictions.

Salisbury Plains Farms

The northwestern area of Salisbury is called the “Salisbury Plains” in recognition of its flat and rich agricultural land. The farms located along Elmwood Road, Congress Street and Main Street are very picturesque and the farms include 18th and 19th century farmhouses some with rear ells, attached woodsheds and barns facing south. Fields on the south side tend to be slightly lower in elevation than the farmsteads and have some fencing or hedgerows setting off sections. Bartlett



Farms (including Elmknoll and Cold Springs) located on Main Street near Congress Street, was established in 1659. Several acres of Bartlett Farm south of Main Street and adjacent to

Route 95 are protected by an agricultural preservation restriction. Bartlett Farm operates a sawmill, farm stand and farm store.

Pettengill Farm

The Pettengill Farm is located on Ferry Road. Structures on the farm include a 1740 Georgian farm house, a barn, greenhouses and a farm stand. The farmland is relatively flat with rich soils and is a flower farm that grows perennials, annuals, shrubs and roses. The farm was originally part of the Pike Farm located adjacent to the site which was divided in the 19th century.



Ring's Island

Ring's Island is a small, densely developed historic maritime neighborhood located at the end of Ferry Road along the Merrimack River. The neighborhood is named for Robert Ring who received the first land grant there in 1642. The island is situated on a low hill rising from the surrounding marshland on the north side of the Merrimack River. The area contains two marinas, the Town Pier, and houses that date from the 18th and 19th centuries with Georgian, Federal and Greek Revival architectural styles.



Ring's Island residence

Many of the properties have expansive views of



Community House

the adjacent marshlands and properties located along the south have views across the Merrimack River to downtown Newburyport and some have views toward Plum Island. Many of the properties include hedges and low picket fences. The area also contains some garages and boathouses. One of the largest buildings on Ring's Island is the 1892 Community House which is currently the Union Chapel Museum. The Town Pier is located at 1st and 2nd Street in the area that was formerly the terminus of Ferry Road and the location of the ferry landing

from downtown Newburyport.

Salisbury Square

Salisbury Square is the town center and is comprised of five roads that converge to form the triangular shaped one and a half acre Town Green. Land uses include residential, commercial, and institutional properties. Three historic buildings and eight commemorative markers located in Monument Row are located on the Town Green. Historic buildings dating from the 18th century to the early 1930s are found along Bridge Road, Elm Street, Lafayette Road, and Beach Road, which surround the Green. Lincoln Street contains an intact collection of mid to late 19th century houses; Pleasant Street and Ferry Road contain several historic homes and some of the oldest intact houses in town are located on Mudnock Road.



Church in Salisbury Square

Cemeteries/Burial Grounds

Smallpox Cemetery

The exact location of the Smallpox Cemetery is known to only a few and was not viewed as part of the Reconnaissance Study. It is in a wooded area on private property. It is reported that some markers remain.

In addition to the Smallpox Cemetery, Salisbury has several burial grounds of which the best known is the Old Burial Ground at the corner of Beach and Ferry Roads. Other burial grounds include Long Hill Cemetery, Maplewood Cemetery, Old Burial Ground and True Cemetery.



True Cemetery

Historical & Archaeological Resources

In addition to Salisbury's heritage landscapes, the town also contains significant historical and archaeological resources.

Two reports have been prepared that inventory and document the town's historic and archaeological resources. The first report, completed in 2001, included a Phase One survey of community-wide historic properties in eight prioritized neighborhoods. The study, *Communitywide Survey*, prepared by Turk Tracey & Larry Architects, LLC, dated September 2001, evaluated, inventoried and documented 121 buildings in two prioritized neighborhoods, Ring's Island and Salisbury Square, and included recommendations for

National Register⁴⁷ nomination (see Appendix). Presently, Salisbury only has one property listed on the Register, Ann's Diner which is located on Lafayette Road. Thirty two of the properties were considered eligible for listing on the National Register.

In October of 2006, a Phase-Two survey of the town's historic and archeological resources survey was prepared. The survey, *Community-wide Historic Resources Survey*, prepared by Boston Affiliates, Inc., dated October 2006, inventoried an additional 117 buildings and objects including five cemeteries and seven "areas" (see Appendix). The report recommended properties for inclusion in the National Register.

In addition to these resources, a local resident has suggested that the following resources be added to the inventory for future analysis, documentation and protection:

- An ancient burial ground on Sweet Apple Tree Lane on property owned by the state Division of Fish and Wildlife.
- A fort foundation near Carr's Ferry.
- Bridge abutments of floating bridge to Carr's Island.
- Clary earth dam and stone work behind Sylvan Street.

Archeological Resources

Salisbury contains Native American sites dating back 3,000 years and it is presumed that there are contact period sites from the 1500s or early 1600s along the Merrimack River, which was used as an inland transportation route.⁴⁸

Archeological sites that were identified at the public meetings held as part of the Heritage Landscapes Reconnaissance Study include:

- Ferry Lots Lane Cellar Hole – the cellar hole for the bridge keepers' house who worked the floating bridge across the Merrimack River (reported to be the first floating bridge in America). A ferry from Newburyport went to Carr Island and the floating bridge led from Carr Island to the mainland in Salisbury by at Ferry Lots Lane.
- Plank Road – a road built in 1866 to cross salt marshes leading to the beach. When Beach Road was laid over the early plank remnants were found during construction work.
- Shipwreck sites are located off shore, some of which are visible at low tide.

⁴⁷ The National Register of Historic Places is the official federal list of districts, sites, buildings, structures and objects that have been determined significant in American history, architecture, archaeology, engineering and culture.

⁴⁸ Salisbury Reconnaissance Report, Essex County Landscape Inventory prepared by Massachusetts Department of Conservation and Recreation & Essex National Heritage Commission and dated May 2005.

OPEN SPACE AND RECREATION

Introduction

Salisbury's seaside location, easy access to the highways and low tax rate makes it an attractive place to live, work and play. The town contains significant amounts of open space including Salisbury Beach, a 3.8 mile long sandy beach that forms the eastern boundary of the town, the Merrimack River, a very wide and deep tidal estuary which forms the southern boundary of the town, an extensive system of tidal creeks and salt marshes, inland wetlands areas, farmland, wooded areas and a town green. The town also has significant public recreation facilities including Salisbury Beach State Reservation, hiking and biking trails, parks, and athletic fields.

Salisbury's rural fabric, abundance of forests and ocean location provides residents with many varied opportunities for outdoor recreation. As noted in the 2004 Community Development Plan,⁴⁹ nearly ninety percent of the town was comprised of open space including forests (40%), wetland and estuaries (36%), open and agricultural (10%) and recreational (4%) land in the year 2000.

The town has experienced significant residential growth over the past several years which has resulted in the loss of open spaces. The growth has also changed the urban form and to a degree, the sense of place in and around the Salisbury Beach area and has placed additional demand on the use of existing recreational facilities.

The Town recently updated the 1986 Open Space and Recreation Plan. The document, *Salisbury Open Space and Recreation Plan, 2006-2007*, includes an inventory of the town's open space, natural resources and recreational areas and a five year action plan to guide the town in its efforts to preserve and, where necessary, expand these resources for future generations. The Plan identifies three main open space and recreation goals for the community:

1. Preserve and protect the town's natural resources
2. Preserve the scenic quality and rural character of the Town of Salisbury
3. Meet the recreational needs of all town residents

The following sections describe and assess the existing open space resources and recreation facilities.

⁴⁹ *Salisbury Community Development Plan* prepared for Community Development Plan Committee, Salisbury Planning Department by Community Design Partnership in Association with Merrimack Valley Planning Commission, dated June 2004.

Existing Open Space and Recreational Facilities

Some of the open spaces in Salisbury such as agricultural and salt marsh areas are protected by virtue of ownership (state, town or land trusts), legal status (Article 97 land)⁵⁰ or restrictions such as the state Chapter 61 program which provides tax relief in return for preservation of agricultural uses.⁵¹ In addition, two properties owned by the Bartlett's are enrolled in the State's Agricultural Preservation Restriction program – 21 acres on Folly Mill Road and 18 acres on Main Street.⁵²

Other open spaces are privately owned and are not protected and thus could be developed at some point in the future. It should be noted that land restricted under the Chapter 61 program as well as town or state owned open space and recreational land not protected under Article 97 could potentially be converted to other uses. Map 8 shows the locations of open space and levels of protection in Salisbury.



Town Owned Protected Open Space

The Town of Salisbury owns several parcels of land that are protected open space including a the 1.3 acre Town Green located in Salisbury Square, a 5.5 acre triangular lawn and treed area located at the corner of Lafayette Road and Pike Street and about 19 ½ acres of marsh land located along the Merrimack River. An additional 55 acres of land located south of the New Hampshire border east of Interstate Route 95 are part of the town's wellfields/water supply system.

State Owned Protected Open Space

The Commonwealth of Massachusetts also owns open space in Salisbury, including Salisbury Beach, the 532 acre Salisbury Beach State Reservation and other various wildlife management and sanctuary parcels, including marshlands and three islands located in the Merrimack River (Carr Island, Ram Island, and Eagle Island).

⁵⁰ Article 97 of the Massachusetts constitution requires a 2/3 vote of the legislature to transfer land that has been taken for open space and recreational use to other uses.

⁵¹ Massachusetts General Laws Chapter 61, 61A, and 61B provide local tax incentives for property owners who are willing to restrict the use of land for forestry, farming or outdoor recreational activities. Once a property is restricted in accordance with the regulations, local communities have the right to purchase the property if it is to be sold or used for another purpose and also receive some reimbursement for lost tax revenues.

⁵² The APR Program offers to pay farmers the difference between the "fair market value" and the "agricultural value" of their farmland in exchange for a permanent deed restriction which precludes any use of the property that will have a negative impact on its agricultural viability.

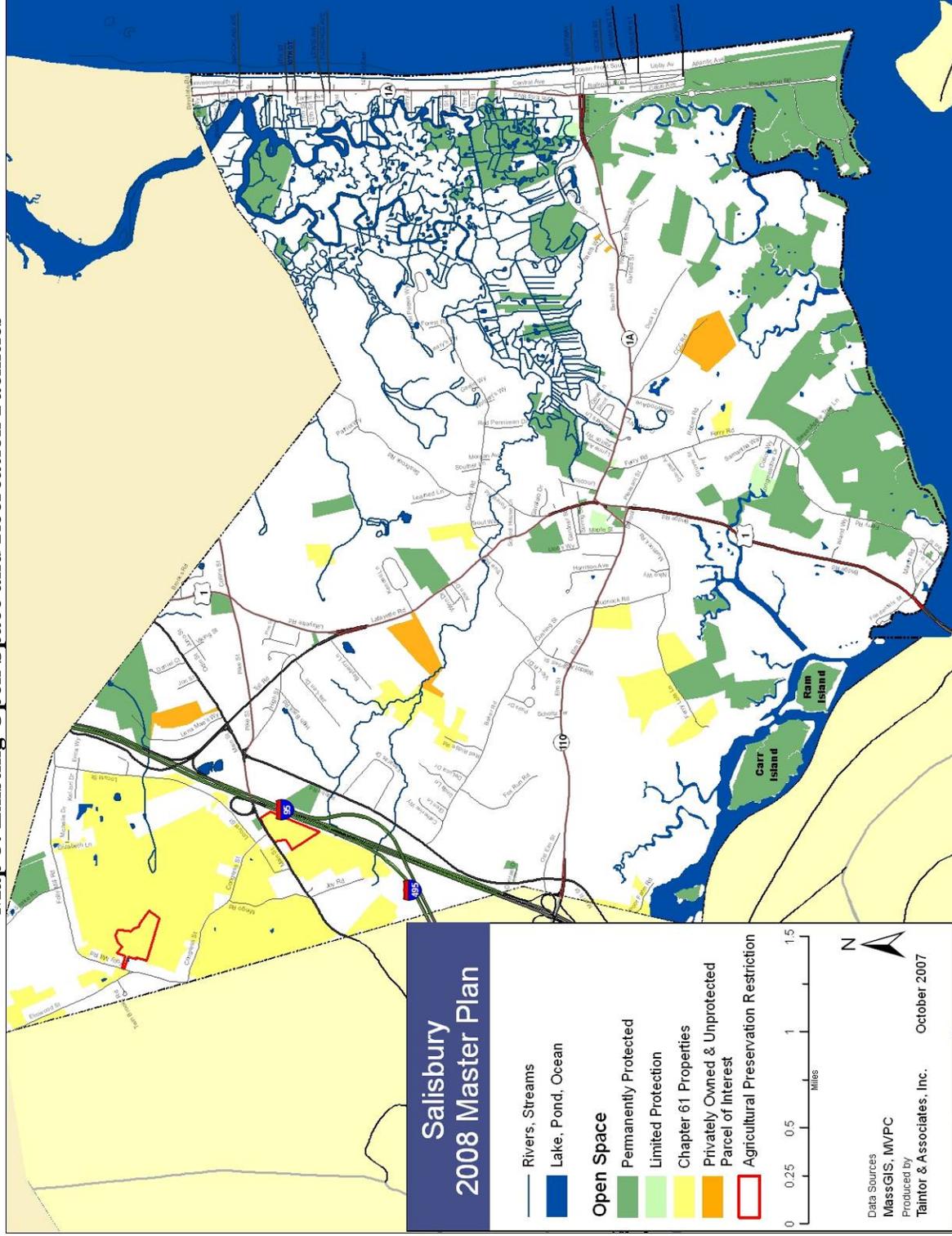
Essex County Greenbelt Association Protected Open Space

The Essex County Greenbelt Association, a member supported nonprofit land trust that has conserved over 12,000 acres of land in Essex County, owns sixteen parcels of land in Salisbury, totaling 124.7 acres and generally consisting of salt marshes and forests. The holdings include three parcels of land in and around the Pettengill Farm totaling about 56 acres off of Beach and Ferry Roads.

Chapter 61 Lands Partially Protected Open Space

There are about 837 acres that are classified as Chapter 61 Lands in Salisbury. The lands comprise 75 parcels of which none are recreational; one is forest land (14 acres) and 74 (823 acres) are agricultural lands ranging in size from less than one half to 62 acres. These parcels are predominantly located in the northwestern “Plains” region of the town.

Map 8: Existing Open Space and Recreation Facilities



Recreational Trails

The town and the Salisbury Coastal Trails Group, a local volunteer advocacy organization, have recently focused significant attention on developing and expanding the system of walking trails and bike paths in the community. The system is part of the regional *Coastal Trails Network*, an emerging 30-mile, public system of bicycle and pedestrian trails that link the unique coastal features, town centers, neighborhoods and transportation hubs in the communities of Amesbury, Newbury, Newburyport and Salisbury. Several miles of the *Coastal Trails Network* are already in use. The Salisbury Coastal Trails Group sponsors a web page on the town's web site <http://www.salisburyma.gov/trails/index.html> that provides updates on various trail activities as well as related links and a trail map that has recently been published and is shown on Page 8.



Salisbury Point Ghost Trail

Four trails comprise the portion of the *Coastal Trails Network* located in Salisbury. These trails, which are described below, include the Salisbury Point Ghost Trail, the Old Eastern Marsh Trail, the Beach Road Bike Lanes and the Mudnock Road Link.

Salisbury Point Ghost Trail

The Salisbury Point Ghost Trail is a one mile long east/west trail located west of Lion's Park and north of Route 110. The trail extends from Cushing Street westward towards Rabbit Road and includes a small parking area off of Bartlett Street and a picnic area west of Bartlett Street. The trail is improved with hard packed stone dust and is used for walking and bicycling. The trail passes through native woodlands.

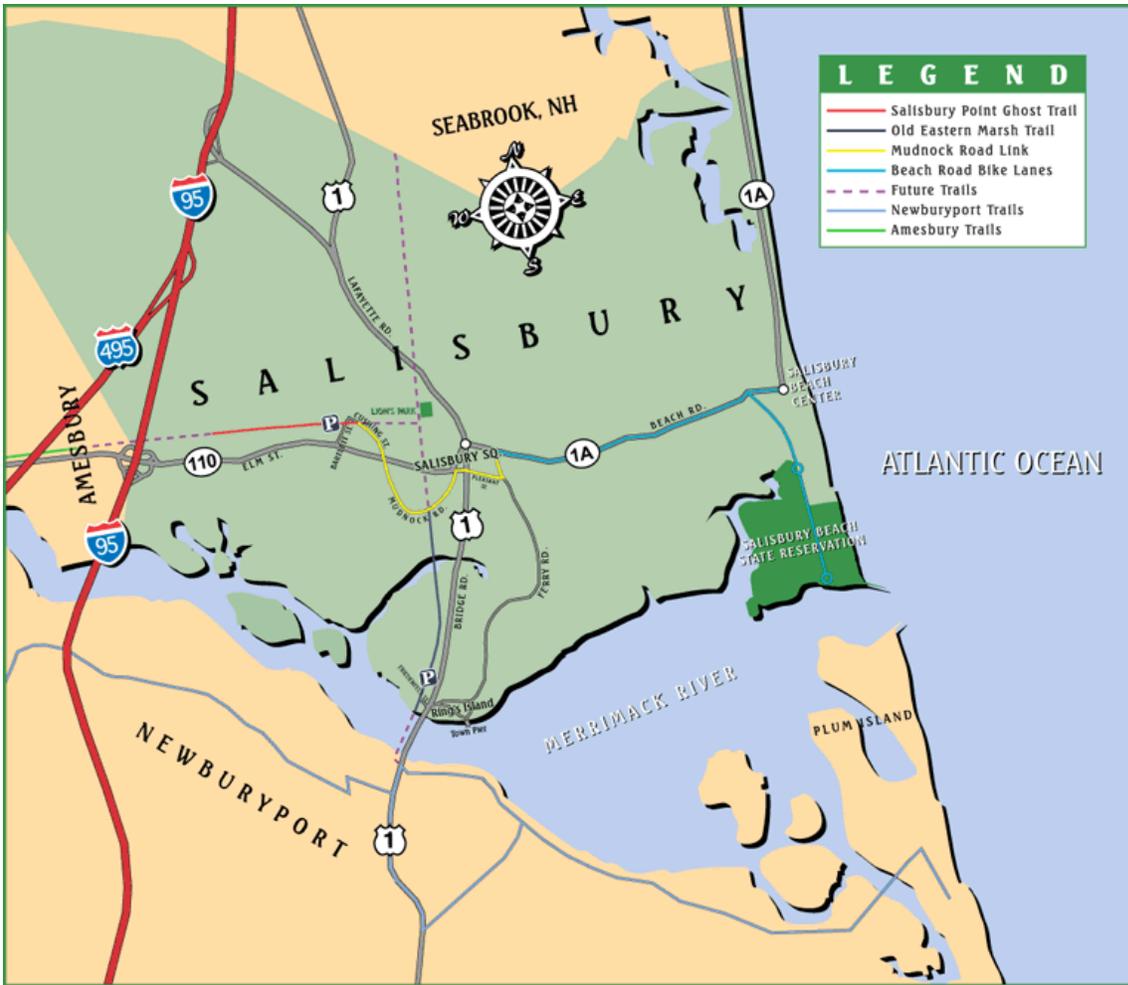
Old Eastern Marsh Trail

The Old Eastern Marsh Trail is a north/south trail that extends approximately 1.4 miles from the Merrimack River northerly to Mudnock Road. The trail is open and used for walking and mountain biking. The trail passes by large expanses of salt marsh and tidal creeks that comprise part of the regional *Great Marsh* system and offers excellent views of the Merrimack River at its southern end and outstanding bird watching opportunities (see Natural and Cultural Resources Chapter for a description of the *Great Marsh*).

Beach Road Bike Lanes

The Beach Road Bike Lanes are planned to extend easterly approximately 2.2 miles from Salisbury Square to Salisbury Beach. The lanes are currently not marked, but there are plans to add lines to the pavement to create wide marked lanes in 2008.

Figure 10: Salisbury Trails Map



Source: <http://www.salisburyma.gov/trails/html/map.html>

Mudnock Road Link

The 1.6 mile Mudnock Road Link provides a roadway link connecting the Salisbury Point Ghost Trail, the Old Eastern Marsh Trail and the Beach Road Bike Lanes on either side of Salisbury Square.

The Town of Salisbury recently secured a 99 year lease from the MBTA and funding from the federal government (federal highway funds) to design and install a bike path along the Old Eastern Marsh Trail that extends from the Merrimack River to Mudnock Road. Design of the bike path is currently underway and construction is expected to commence in 2008/2009. This work will be coordinated with a state-sponsored high priority wetlands restoration and flood control project being planned at Town Creek (see the Natural Resources element).

In addition, the town has recently received funding to extend and improve the trail system including a \$50,000 state Recreational Trails Grant to extend the Salisbury Point Ghost Trail from its current terminus at Cushing Street to Lion's Park and a \$2,500 grant from the Essex National Heritage Commission to develop entrance and interpretive signs for the Old Eastern Marsh Trail for installation by the summer of 2008.

The town, with financial assistance from the Salisbury Chamber of Commerce and the Coastal Trails Coalition (a non-profit organization advocating for the Coastal Trails Network that receives technical assistance and support from the National Park Service Rivers and Trails Program, the Essex National Heritage Commission and the Rails-to-Trails Conservancy) recently published the *Salisbury Coastal Trails Brochure* which contains a map and description of the town's trail systems and is posted on the Salisbury Coastal Trails Group web site (see map on previous page). The town also worked with a local property owner, Anne Jones, to secure a recreational trail easement to provide a direct connection from the Salisbury Point Ghost Trail to Lion's Park.

Parks and Athletic Fields

The Town of Salisbury Department of Public Works manages and oversees the town's park and recreational facilities including all athletic fields, courts and playgrounds. The town also participates in organized youth baseball and softball activities. The town's parks and athletic fields, which are described below, include Lion's Park, Memorial School, the Beach Road Field and facilities at the Salisbury Elementary School. The town also has an outdoor skate park facility off Beach Road. town-owned parks are generally protected from development and if requested by the town would require a two thirds vote of the legislature to change the use. Parks and open spaces owned by the school district do not typically enjoy this legal protection.

Lion's Park

Lion's Park is Salisbury's primary outdoor recreational facility. The park which is located northeast of Salisbury Square off Lafayette Road is approximately 13 acres in size. The park includes several facilities including a lighted baseball and softball field with scoreboards and a jointly used concession stand. Both of the fields are well maintained and heavily used. Two lighted tennis courts in good condition are located in the southern portion of the park and an unlit basketball court, which is in need of some maintenance, is located near the Lion's Way entrance to the park.



Lions Park

The park also includes a small tot-lot with an adjacent swing set, a pavilion with picnic tables and public restroom facilities. The park closes at 9:00pm. There is a small parking lot located at the main entrance to the park off of Lion's Way and additional nearby parking capacity at the Hilton Senior Center on Lafayette Road.

Memorial School

The five and a half acre Memorial School facility is a former elementary school located just west of Salisbury Square that is currently leased by the Boys & Girls Club of the Lower

Merrimack Valley. The site contains one full size basketball court and two half size basketball courts, a Little League baseball field, and a Pony League baseball field used by the in-town Farm and Pony baseball leagues. During the summer, there is a “Summer Adventure Program” run by the Boys & Girls Club which provides summertime activities for the youth. Parking at this facility is sufficient. There is a tot lot located on the south side of the building which is little used and in need of upgrading.

Beach Road Field

The Beach Road Field, which is used for little league games, is located on a 6.6 acre town-owned parcel on Beach Road about 500 yards west of the Beach Center. The site includes an unlit Little League baseball field with two dugouts, a small stand for bench seating, and a small concession stand. Parking is available on a gravel lot located on the eastern side of the site.

Beach Road Skateboard Park

Across Beach Road from the Beach Road baseball field and west of the Hunt Memorial Parking Lot is the town’s outdoor skateboard park. The facility contains approximately twenty parking spots and is lit.

Salisbury Elementary School

The Salisbury Elementary School located on Lafayette Street is a 22.25 acre site that includes two full size basketball courts which are in excellent condition, one half size basketball court which needs repair and one little league field. There is ample parking available at this facility adjacent to the full size basketball courts. These recreational facilities are primarily used by the school and not the community at large.

Youth Sports Programs

The town participates in both in-town and inter-town youth baseball and softball leagues as described below.

Baseball

The Salisbury Youth Baseball Softball League offers an in town only instructional division baseball for a Rookie League (ages five and six) and a Farm League (ages seven and eight). These leagues offer a combined Tee Ball and Coach Pitch program from March to June as an introduction to organized baseball. The games are held at Memorial Field. In 2007, the Rookie League had four teams and the Farm League had eight teams. There is also an Inter-town Minor League for children ages eight through ten and an



Inter-town Major League for children ages ten through twelve. The town participates in the Minor League with four other communities, Byfield-Newbury, Rowley and Seabrook which is comprised of 18 teams of which four are Salisbury teams. The Minor League home games are held at the Beach Road Field and Lion’s Park. The Major League involves the same

communities with the addition of Georgetown and is comprised of 16 teams of which five are Salisbury teams. All of the home games are played at Lion's Park. The season extends from April through May.

Softball

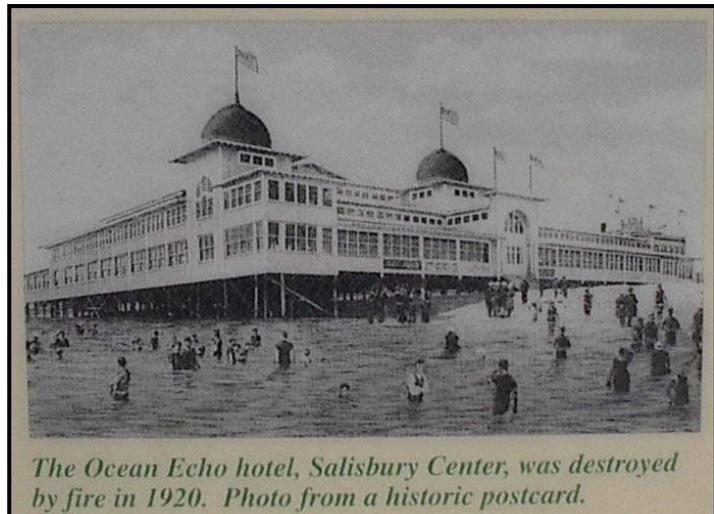
The Town of Salisbury also participates in the Essex Softball Association League which is a competitive fast-pitch program open to all girls grades three through eight and includes three leagues, the Farm League (grades three and four), the Junior League (grades five and six), and the Senior League (grades seven and eight). The 2007 season extended from the end of April to early June and twelve games were held. The league is comprised of teams from Boxford, Georgetown, Ipswich, Middleton, Newbury, Rowley, Topsfield, and Salisbury. The softball games are held at Lion's Park.

Facilities for Seniors

The William Hilton Senior Center is located on Lafayette Road and has recently undergone an expansion and significant renovations. The Center is run by the Salisbury Council on Aging which provides seniors with an abundance of activities throughout the year. Weekly activities include but are not limited to educational seminars, various health and exercise classes, computer classes, cookouts, trips, bingo and dancing. There is a van available to seniors for transport to local appointments twice a week during the morning.

Public Beaches

Salisbury Beach is a 3.8 mile long barrier island of varying width that forms the eastern boundary of the Town of Salisbury. The beach is Salisbury's most well-known and used open space and recreation resource and has always provided significant recreational and open space opportunities for the town's residents and visitors. During the later 1800's, the beach was developed as a resort with hotels and restaurants as well as food concession stands and amusement parks.



The Ocean Echo hotel, Salisbury Center, was destroyed by fire in 1920. Photo from a historic postcard.

Source: <http://www.salisburybytheseashore.com>

Vacation cottages were developed on the adjacent streets and during the 1930's and 1940's, Salisbury Beach hosted some of the top musical entertainers of the era, including Glenn Miller, Frank Sinatra, Ella Fitzgerald and Louis Armstrong. During the latter part of the twentieth century the tourist related facilities began to decline and the seasonal cottages were transformed into year round homes as the economic value of properties located along the beach area increased.



The beach is comprised of level sandy beaches and extensive dune systems and is heavily used by the public for sunbathing, swimming, fishing (surf casting), bird watching and strolling. Most of the beach is owned by the State Department of Conservation and Recreation (DCR), except for a few privately owned parcels which extend onto the beach close to the Beach Center. The southern part of the beach is comprised of the 521 acre, Salisbury Beach State Reservation. The Beach Center is a mixed use area located at the

end of Broadway and provides the main point of access to the beach. The area contains go-cart racing, miniature golf and arcades as well as music and dancing facilities, retail uses such as candy and specialty shops and food stands. Fairly dense residential uses abut the beach, north of the Center. While no longer containing the expansive amusement facilities of its heyday, the beach still experiences heavy use by residents and visitors for sunbathing, strolling and surfcasting and those partaking in the remaining private recreational facilities located in the Beach Center.

The State owns and maintains 14 designated public access points to the beach from the adjacent streets. The access points are marked by signs and consist of sand and timber boardwalks. The town has a 672 space public parking lot (Hunt Memorial Municipal Parking Facility) located on the south side of Beach Road that charges a daily fee. There is also an 87 space metered parking lot located on the eastern portion of the lot which allows two hour parking. Along Broadway there is ten minute parking along the south side of the road and a combination of ten minute and metered parking on the north side of the road. Public restroom facilities are located on Cable Avenue adjacent to the parking lot, behind the police station.



Over Dune Boardwalk

The town has plans to develop a new Boardwalk along the Beach Center. Based on the current planning,⁵³ the boardwalk is designed as a 450 foot long curvilinear structure with a varying width of 16 to 24 feet located along Oceanfront South at the end of Broadway on land owned by the State. The design includes a 7,000 square foot plaza equipped with a new band shell to be placed at the end of Broadway loop.

The boardwalk would close off two existing paths to the beach that cross the aforementioned dune which would allow dune grass to re-colonize in this location. Beach access would be provided at the northern and southern ends of the boardwalk.

Salisbury Beach State Reservation is located along the southern portion of the beach and abuts the Atlantic Ocean and the Merrimack River. This 521-acre park offers swimming, boating, fishing and camping, and is very popular with trailer campers. Facilities include a



Salisbury Beach Boardwalk Concept Plan

484-site campground with renovated bathhouses, an extensive day-use parking lot, three new comfort stations for the beach-going public, over the dune boardwalks, and a new playground and pavilion area.

The facility also has two boat ramps at the southern end of the park on the Merrimack River. In addition to camping and sunbathing, visitors to the reservation also partake in bird watching and viewing the harbor seals that are often found sunning on the Black Rocks in the Merrimack River. The reservation is heavily used and according to statistics prepared by the DCR, is tied with Nickerson State Park in Cape Cod as the state's most popular state park. The user fees for the facility include a \$7/day fee for parking and a \$20/ night for in-state residents and \$22/night for out-of state resident fee for camping.

The use of the beach as an open space and recreational resource is supported by the town, state and local organizations. In 2007 the Chamber of Commerce and several local business and institutions sponsored the first annual *Sand and Sea Festival*. The two day festival hosted

⁵³ Salisbury Beach Boardwalk Feasibility Study prepared by VHB and dated December, 2006.
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various activities that highlighted the recreational uses of the beach including sea-dooing, surfing and kayaking demonstrations as well as kite-flying, live music and fireworks. A local non-profit organization, the Salisbury Boardwalk Partnership, which is comprised of local residents and businesses, fosters and promotes initiatives to revitalize Salisbury Beach Center and the Boardwalk. Additionally, DCR sponsors the annual five mile *Salisbury Beach Race* which is currently in its 29th year.

Water-Based Recreational Facilities

Salisbury's unique location along both the Merrimack River and the Atlantic Ocean provides excellent opportunities for water-based recreation and there are several public and private water-based recreational facilities located in the town including recreational marinas, a Town Pier and two state boat ramps.

Recreational Marinas

There are four privately owned marinas located along the Merrimack River in Salisbury. Ring's Island Marina (formerly Dawn Marina) is a 116 +/- slip marina located at 14 1st Street, Ring's Island just east of the Route 1 bridge. The facility provides 4,000 linear feet of berthing space and offers dockside water and electrical services, a marina building with a club room, showers and restroom facilities and a ship store.

Corbin's Boatyard is located further east on 2nd Street. This facility is a small private marina that has a ramp and floating dock system.

Cove Marina is located west of the Route 1 Bridge off of Friedenfels Street. This marina has 142 +/- slips and 14 moorings offers full services including laundry, showers, restrooms, picnic and play areas, and water, electrical, cable and internet utility services.

Bridge Marina is located on both sides of The Route 1 bridge. The facility contains 110 slips and offers electric and water hookups, gas and fuel, marine store, boat hauling, ice, restrooms, restaurant, fiberglass repair, charter boats, tackle shop



Party Boats

There are charter fishing boats operating out of Bridge Marina on the Merrimack River in Salisbury. The Clipper Fleet offers deep sea fishing excursions including full day trips on the Challenger and ¾ day trips on the Sundance II. There are also smaller for hire charter fishing vessels such as Fish Finder Charter, Ring's Island Charter and Nicky Moe.

Boat Ramps

Salisbury State Reservation has two public two boat ramps located on the Merrimack River at the Joseph M. Limoli Black Rock Creek Boat Ramp. An older, concrete ramp is located at the facility and is somewhat tide restricted and does not contain floating docks. A newer and

wider concrete ramp was constructed around six years ago just south of the older ramp. This facility includes floating docks on either side with 15 minute tie up and is designed for all tide access. The facility includes 72 boat trailer parking spaces.



Joseph M. Limoli Black Rock Creek Boat Ramp



Town Pier

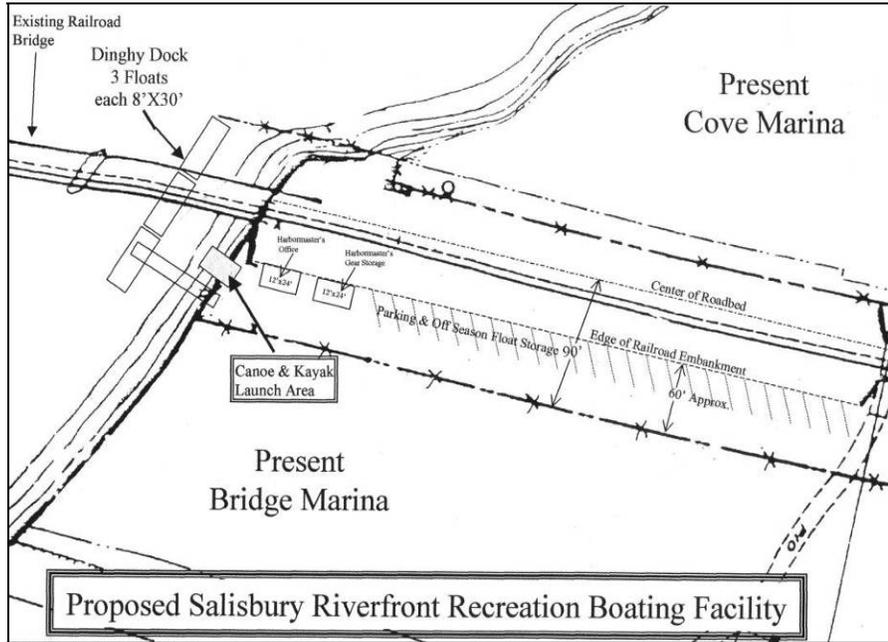
Town Pier

There is a public (town-owned) pier “Town Pier” located off First Street on Ring’s Island in the Merrimack River. The pier is a timber, pile supported structure that is to be equipped with a davit to allow fisherman to load and unload from the pier. There are also a series of floats along the end of the pier which provide tie up and berthing for about fifty dinghies to access boats on moorings in the River. A \$50/year fee is charged for the dinghy berths. The pier also provides ample opportunity for public views and bird watching. There is a small gravel parking lot located on the upland side of the pier. There also is a tide restricted boat ramp.

The Salisbury Harbor Commission has prepared conceptual plans to develop a canoe and kayak launch facility at the MBTA property between Bridge Marina and the railroad. Current a 99-year lease has been arranged and the hope is that the site will incorporate parking, a launch area and a dinghy dock to allow boaters to access their vessels moored above the bridges as well as potential for a future fishing pier below the existing railroad bridge.

Fishing

According to the Massachusetts Division of Marine Fisheries (DMF) publication “*Massachusetts Saltwater Recreational Guide*”, approximately 50% of all salt water recreational fishing trips occur from shore and surfcasting is very popular at the Salisbury Beach State Reservation along the Atlantic Ocean and the Merrimack River.



Source: Salisbury Harbor Commission, Draft Harbor Plan, 2007

DEVELOPMENT REVIEW

Introduction

The Town of Salisbury has several different boards and commissions that are involved in the development review process and play a role in implementing and updating the Master Plan. This Chapter identifies these groups and defines their roles in these processes. Two examples of the development review process are provided at the end of the chapter.

Town Government

The Town of Salisbury was chartered in 1638 and settled a year later. The town's Home Rule Charter was adopted on May 9, 1989 and subsequently amended in October of 1999 and May of 2000.⁵⁴ The town operates as an Open Town Meeting form of municipal government with a Board of Selectmen functioning as the executive body and a Town Manager (who is appointed by the Board of Selectmen) functioning as the town's chief administrative officer. Town Meeting is the legislative body and the Town Moderator is the presiding officer of the Town Meeting. Town Counsel services are outsourced to a private law firm. According the state open meeting law, all public meetings must be posted at least 48 hours prior to the meeting

Boards and Commissions involved in the Development Review Process

Board of Selectmen

The Board of Selectmen consists of five members elected by Salisbury voters for staggered three year terms. The Board has a role in development projects by virtue of their powers to appoint members of boards and committees including some that are involved in the development process such as the Planning Board and the Harbor Commission. The Board of Selectmen also has the rate setting and executive powers for the town's water and sanitary sewer systems and issues water and sewer permits and is the Special Permit Granting Authority under the Earth Removal provisions of the Zoning By-law.

In addition, the Board of Selectmen play an important role in implementing certain aspects of the Master Plan including review of proposed zoning ordinances, capital improvement budgeting, open space acquisition (purchase, easements, conservation restrictions) and participation in planning studies.

⁵⁴ Article 1, Section 1-4: Division of Powers of the Charter states: "The supervision of all of the fiscal, prudential and municipal affairs of the Town shall be vested in the Board of Selectmen. The administration of these affairs shall be the responsibility of the Town Manager. The legislative powers of the Town shall be vested in a Town Meeting open to all registered voters."

Zoning Board of Appeals

The Zoning Board of Appeals (ZBA) is appointed by the Town Manager and consists of five members and two associate members. The ZBA annually elects a Chairman and a Clerk from its membership. The Town Meeting has adopted the so-called Mullen Rule that allows a Board member who misses one session of a public hearing to vote, provided the member reviews the records of the missed session.

The ZBA is authorized under state law (MGL Ch. 40A) and the Salisbury zoning by-law to grant appeals and issue Special Permits for certain uses such as Accessory Apartments and certain uses within specific zoning districts such as the Water Resource District in accordance with the provisions of the town's zoning by-laws. The ZBA also has authority to grant appeals to the Building Inspectors decisions on building permit grants or denials or any other order or decision based on provisions of zoning by law. The ZBA can also allow the extension or alteration of preexisting nonconforming structures or uses upon a finding that such change, extension, or alteration shall not be substantially more detrimental than the existing use.

For Accessory Dwelling Special Permits, the ZBA requires Board of Health review and prior consultation between the applicant and the Planning Board prior to the public hearing. The Planning Board is required to submit a specific report. For Special Permit activities proposed in the Water Resources Overlay District, the ZBA solicits input from the Planning Board, Board of Selectmen, Board of Health, Salisbury Water Supply Company, Conservation Commission, Building Inspector, Fire Chief, and local Hazardous Waste Coordinator. Such input is must be provided within 30 days of receipt of application.

While the Zoning Board of Appeals does not have a direct role in implementing the Master Plan, they are involved in interpreting the zoning by-law which is one of many tools that the town can use to implement the Master Plan.

Planning Board

The Planning Board consists of five members and one associate (alternate) member all of whom are appointed by the Board of Selectmen. The regular members are appointed for three year terms and the associate member is appointed for a two year term. The Board meets and meets twice a month on the second and fourth Wednesday and a quorum is necessary for decisions to be made. Members must attend all portions of public hearings to be eligible to vote except as provided under the Mullen Rule.

The Salisbury Planning Board has defined its duties and responsibilities as follows:

The duties and responsibilities of the Planning Board are to make careful studies of the resources, possibilities and needs of the town, particularly with respect to conditions injurious to the public health or otherwise in and about rented dwellings, and make plans for the development of the municipality, with special reference to proper housing of its inhabitants (MGL c. 41, § 70). The Planning Board is also responsible for executing and administering the Master Plan (MGL c. 41, § 81D).

The Salisbury Planning Board is involved in most new development projects proposed in the town except for single family homes on existing public streets and some uses that require Special Permits from the ZBA and which do not require Site Plan Review. The Board is responsible for the review of subdivision plans under state subdivision law (M.G. L. Chapter 41) and has adopted regulations governing such review (Planning Board Subdivision Control Regulations Adopted June 1, 1975). In accordance with the provisions of the Salisbury Zoning By-law and as allowed under the State Zoning Act (MGL Ch. 40A), the Planning Board also performs Site Plan Review, functions as the Special Permit Granting Authority for certain activities and provides recommendations to the ZBA on certain special permit applications and has adopted regulations governing such authority (Planning Board Rules and Regulations adopted January 11, 2006).

Specifically, the Planning Board serves as the Special Permit Granting Authority for Flexible Residential Development Projects, Wireless Communication Facilities, and Planned Office Developments⁵⁵ as well as certain uses allowed by Special Permit in the Village Center District, the Village Residential District and the Motel Reuse District of the Salisbury Zoning Bylaw. The Planning Board is authorized under the zoning by-law to undertake Site Plan Review for projects involving 3 or more residential units on one property and all non residential projects. Additionally, the Board has Site Plan Review authority for projects proposed in the Beach Overlay District, Village Center District and the Motel Re-use District. Projects proposed in the Village Center District must provide additional information in the Site Plan Review application to demonstrate that the project meets the design guidelines for this district which encourage mixed use buildings and encourage the inclusion of certain elements regarding placement and design of structures and parking areas. The Board has adopted site plan standards as part of its rules and regulations which govern various features of a project including architectural design, landscaping, pedestrian and vehicular access, drainage, lighting, parking and loading.⁵⁶

The Planning Board also has a pivotal role in the Master Plan process. Planning Boards are authorized by state law⁵⁷ to undertake Master Planning and, as part of the current Master Plan process, the Board worked with the planning staff in developing the Request for Proposal for consultant services, participated in the consultant selection process, oversaw the community process and is reviewing the plan as it develops. The Planning Board must approve the Master Plan by a majority vote. The Planning Board also plays an important role in implementing the provisions of the Master Plan by reviewing proposed zoning by-laws recommended by the Zoning Review Committee, working with the Conservation Commission, other boards and commissions, and the community at large in identifying opportunities to achieve the Master Plan vision.

55 Parcels that are at least 10 acres in size (may include up to 1 acre of wetlands), located in C-3 zoning district and subject to approval under subdivision control law.

56 Chapter 465 Planning Board, ARTICLE III Site Plan Review Requirements.

57 M.G.L. Chapter 41: Section 81D.

Design Review Committee

The Salisbury Beach Overlay District, which was adopted by Town Meeting in May of 2005, created a Design Review Committee comprised of three qualified members appointed by the Town Manager for three year terms. The mission of the Design Review Committee is to review development applications in the Salisbury Beach Overlay District to determine if such plans conform with the design standards that apply to the District.

Zoning Review Committee

The Town Meeting approved the Community Development Plan and established the Zoning Review Committee (ZRC) in 2004. The ZRC works with the planning staff and/or consultants to develop the proposed language for amendments of the zoning by-law and solicit public input through workshops and public hearings. The ZRC also presents the proposed zoning by-law to the Board of Selectmen and the Planning Board. The Planning Board then holds public meetings on the zoning proposal and gives a recommendation regarding adoption of the zoning at the Annual Spring Town Meeting held in May or the Annual Fall Town Meeting held in October.

Board of Health

The Board of Health is a five member Board appointed by the Town Manager and approved by the Board of Selectmen.

The charge of the Salisbury Board of Health is to “...make such regulations, including regulations regarding plumbing and laying of drains; regulations for recreational camps, overnight camps or cabins and trailer parks; regulations for the control or removal and transportation of garbage; and such other regulations as are permitted by the laws of the Commonwealth of Massachusetts in connection with the health of the town.”⁵⁸

The Board of Health undertakes an annual review of the sanitary conditions in the town, particularly in reference to the sewerage conditions of the town, and reports the findings annually to the town. The Board of Health also reviews subdivision plans and must sign off on Building Permit applications. The Board of Health does not play a direct role in the Master Plan process.

Conservation Commission

The Conservation Commission is comprised of six members appointed by the Town Manager. Conservation Commission decisions must be made by more than half the members present at a meeting of at least a quorum which is defined as a majority of the members then in office.

The Conservation Commission is authorized under the state law Chapter 40 Section 8C to enforce the state Wetlands Protection Act (MGL Ch. 131) and implement the state wetland regulations (310 CMR 10.00). The Commission is also authorized to implement the town’s

58 Article I Board of Health [Adopted 3-22-1958 by Art. 50 as Art. VII of the 1958 General Bylaws]
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wetland by-laws which were adopted in 1989.⁵⁹ The state and local regulations are very similar with the local by-law imposing additional regulations regarding beachfront development and activities proposed in the Water Resource Zoning District. The local by-law also provides exemptions for certain activities⁶⁰ and imposes a more stringent buffer zone regulation than the state imposed 100 foot buffer zone.⁶¹

The Conservation Commission has a role in the Master Plan process by virtue of its authority⁶² to prepare the town's Open Space and Recreation Plan and in identifying and acquiring parcels of land that should be acquired and or preserved by other means including easements, conservation or farmland preservation restrictions. Additionally, the Conservation Commission is authorized to use fees that it collects for conservation purposes.

Harbor Commission

The Harbor Commission is a seven member body (with two alternate members) appointed by the Selectmen. The Harbormaster serves as an ex officio member of the Commission without vote. The members serve for three year terms.

The purpose of the Harbor Commission is to prepare the town's Harbor Management Plan and to provide for the annual review of the plan. The Commission also has some role in the town's development as part of its authority to:

- recommend bylaws, for adoption by the Town Meeting, consistent with any harbor management plan ultimately adopted
- direct/advise the Harbormaster in operational policy, excluding police duties; the assignment of moorings; the placement of floats or rafts held by bottom moorings; the management of mooring and anchorage areas; and the collection of fees.
- review and make recommendation to the Town Manager and Selectmen on proposed water use activities contiguous to the waterfront and within the waters delineated in § 102-5 that are received for review by other town agencies.
- review, for consistency with any harbor management plan, any public notice of and application for a local, state or federal permit for an activity taking

59 Chapter 266 Wetlands Protection adopted under the Home Rule Amendment of the Massachusetts Constitution and the Home Rule Statutes, independent of the Wetlands Protection Act, MGL c. 131, § 40 and regulations thereunder.

60 The maintenance, repair or replacement of existing and lawfully located public structure or facilities used "used in the service of the public to provide electric, gas, water, sanitary sewer, storm drainage, public roadway, telephone, telegraph, or other telecommunication services, provided that written notice has been given to the Commission prior to the commencement of work, that the structure, or facility will not be, in the opinion of the Commission, substantially changed or enlarged" and emergency projects required for the protection of the health or safety of the public.

61 The local by law presumes that that projects located within 50 feet of wetlands will have an adverse impact on wetland functions and values and requires a 25 foot no disturb zone and a 40 foot no build zone from the edge of all wetland resource areas. Except for driveways and fences, no activities are allowed in the no-disturbance zone including buildings and structures. See Appendix A of the Salisbury Wetland By-Law, Salisbury Conservation Commission Buffer Zone Policy (2001).

62 M.G.L. Chapter 40: Section 8C.

- place within the Commission's jurisdiction as described in § 102-5 and respond in a timely fashion with recommendations to the regulating agencies. conduct or cause to be conducted studies of the conditions and operations in and adjacent to the town's waters and present to the office of the Town Manager proposals for the harbor's efficient operation.

The Harbor Commission has a role in the Master Plan process to the extent that any provisions of the Harbor Plan such as recommendations to increase public access, provide a fishing pier or boat ramp are incorporated into the Master Plan.

Town Employees Roles in Development Review Process

Several town departments are involved in development review including the Town Manager's Office, the Building Inspector, the Planning Office which includes planning, economic development and conservation staff, the Fire Department, the Public Works Department and the Town Clerk.

Recently, the town has begun to implement a new development consultation process designed to foster more coordinated staff and board/commission review of development projects. The process, facilitated by the Economic Development Director utilizes a *Design Review Team* (DRT) which consists of town departments involved in the development review process such as Planning, Economic Development, Health, Fire, Police, DPW, Conservation, Building and Assessors. The DRT reviews draft applications according to town standards and regulations and may suggest design refinements and possible permit conditions and mitigation measures in advance of the formal application submittal. Use of the DRT provides the applicant with advanced input on the town's expectations and provides the boards and commissions, through the meeting minutes, technical information for use in their deliberations on the development applications.

Town Manager

The Town Manager is the chief administrative officer for the town. In this role the Manager is responsible for overall fiscal management of the town, including development of the annual town budget; appointment of all department heads and other town employees; appointment of members of the Board of Health, Conservation Commission and Zoning Board of Appeals; personnel administration; rental, use and maintenance of all town-owned property except schools; purchasing; negotiating all collective bargaining agreements; and grant writing.

The Town Manager is often the first point of contact on larger development projects. Depending upon the scale and scope of a project, the Town Manager may either refer applicants to the relevant staff or may coordinate the staff as part of the development review process.

The Town Manager is involved in the Master Plan process by working with staff, Boards and Commissions in defining the town's development goals and objectives as well as developing and coordinating budgets for capital improvement expenditures.

Building Inspector

The Building Inspector is appointed by and serves at the pleasure of the Board of Selectmen and is most often the first point of contact in the development review process. The Building Inspector is responsible, among other duties, for issuing Building Permits and Certificates of Occupancy as well as enforcing the provisions of the zoning by-law and interpreting the zoning district boundaries where necessary. The Building Inspector is also the head of the Inspectional Services Department which includes the Building Inspector (Code Enforcement Officer), an Electrical Inspector and a Plumbing and Gas Inspector. The Building Inspector is the sole enforcement officer for the ZBA and the Planning Board.

The Building Inspector is not directly involved in the Master Plan Process but is involved in its implementation in regards to interpreting and enforcing the provisions of any zoning by-laws that might be adopted to implement portions of the Master Plans.

Building Permit Applications

Applicants seeking a Building Permit often meet with the Building Inspector to discuss the project prior to submitting the permit application. When projects require the issuance of a zoning variance or a Special Permit from the ZBA or the Planning Board, the Building Inspector will so advise the applicant. For projects requiring ZBA review, the Building Inspector will provide the applicant with the information necessary to prepare an application to the ZBA. For projects requiring Planning Board Review, the Building Inspector will refer the applicant to the Planning Department. If the project site includes wetland resource areas, the Building Inspector will refer the applicant to the Conservation Agent. .

Once the applicant has received any necessary variances and/or special permits for the project, an application for a Building Permit is prepared and submitted along with a site plan to the Building Inspector. The site plan must show the shape and dimensions of the lot to be built upon, the exact location of new buildings or structures to be constructed, the lot lines, existing and intended use of each building or structure and other information as determined necessary. Prior to issuance, the Building Permit must be approved by the Tax Collector, Assessor, Board of Health, Fire Department and, if applicable, the Conservation Commission and Sewer Department. The applicant is responsible for securing the signatures of the boards, departments and committees mentioned above.

Once a completed Building Permit application is received by the Building Inspector a building permit is issued within 10 days.

Certificates of Occupancy

Inspections by the Building Inspector and other town departments occur during the construction process. Applications for Certificates of Occupancy (CO) are filed coincident with the application for building permit. Once a CO is received by the Building Inspector, and is signed off by other town departments including electrical, plumbing, fire and planning, the Building Inspector will conduct a final inspection usually within a day and then either issues or denies the request for CO in writing within five days after the Building Inspector has been notified in writing that the erection or alteration of such buildings has been completed. Failure of the Building Inspector to act within five days of receipt of said

notification is deemed to constitute approval of the application for a certificate of occupancy. Pending the issuance of a regular CO, a temporary CO may be issued for a period not exceeding six months.

Director of Economic Development

Planning Department

The Planning Department staff is hired by the Town Manager and is comprised of the Economic Development Director, Planning Director, Assistant Planner and a full time Conservation Agent.

The Planning Department is actively involved in the Master Plan process by working closely with the Planning Board in developing the scope of work, securing planning consultants, engaging the community in the process, organizing and participating in community meetings and reviewing the document as it is developed. The planning staff will also be involved in implementing the provisions of the plan including zoning proposals, identifying capital improvements needs, identifying and preparing grant applications and working with various boards and committees to achieve the respective visions outlined in the plan.

Planning Staff

Similar to the Building Inspector, the planning staff provides information and guidance on the development review process particularly as it relates to residential subdivisions, Site Plan Review and Special Permits issued by the Planning Board. In addition, the planning staff is responsible for developing planning documents, drafting zoning by laws and other regulations governing development and provides staff support to the various Boards and Committees involved with development including the Board of Selectmen, the Planning Board and the Conservation Commission. The planning staff is also responsible for ensuring compliance with the Inclusionary Housing By-law which requires the provision of affordable housing units for certain projects. The Planning Office must certify in writing to the Building Inspector that all conditions of the by-law have been met and the Building Inspector cannot issue a building permit until such certification has been received.

Director of Economic Development

The Director of Economic Development provides information to prospective developers regarding available land, existing and proposed infrastructure, and tax information. The Director also facilitates the development review process with the Town Manger, Building Inspector, Planning Director and other staff for larger economic development projects. The Director identifies and pursues various funding opportunities for infrastructure that supports economic development initiatives. The Director reports to the Town Manager.

Conservation Agent

The Conservation Agent provides staff support to the Conservation Commission and provides information to applicants regarding the Conservation Commission review process for projects proposed in or within 100 feet of wetland resource areas. The Agent meets with applicants, attends site visits and reviews plans.

Department of Public Works

The Public Works Director is appointed by the Town Manager and approved by the Board of Selectmen. The Department of Public Works is involved in development through the issuance of water and sewer connection permits. The Department is also involved in the Master Plan process by identifying existing conditions and capital needs of the water and sewer systems. Through its role as the town's "highway surveyor", the Department also reviews subdivision plans for the Planning Board and inspects roadway, drainage and sewer installations.

Fire Department

The Fire Department reviews all building permit applications and reviews/issues several permits related to construction projects including reviews sprinkler and fire alarm plans for commercial buildings, oil burner installations and alterations, propane tank installations, installation or removal of underground storage tanks, storage of flammable liquids, blasting permits, and smoke detector inspections for properties for sale.

Town Clerk

The Town Clerk retains and certifies official filings and appeals (or lack thereof) for variances, special permits and subdivision approvals. The Town Clerk does not play a role in the Master Plan process.

Examples of Development Review Process

The following scenarios describe the development review process for two types of projects. The first is a residential subdivision project on property that contains some wetland resource areas and the second is a retail seafood project proposed in the Beach Overlay District. The process can involve multiple boards and commissions which can increase the complexity and lengthen the time frame for securing approvals for certain development proposals.

Sample Project 1

Subdivision Project on Property Containing Wetlands

Applicants first meet with Building Inspector or Planning Office. Building Inspector would refer Applicant to the Planning Office.

PRELIMINARY SUBDIVISION PLAN APPROVAL

Timeline: Decision within 45 days of receipt of complete application.

- Step 1:** Planning Office discusses project and filing requirements including abutters list. Planning Director refers applicant to Conservation Agent regarding wetlands on site and to the Board of Health regarding sewer standards.
- Step 2:** Applicant completes forms, obtains certified abutters list, prepares plans and submits subdivision plans to Planning Board and Board of Health as well as the Town Clerk who date stamps the application.
<http://www.salisburyma.gov/boards/PBinfo.html>),
- Step 3:** Planning Board receives comments from Board of Health (with 45 days of application)
- Step 4:** Decision is issued and filed with Town Clerk within 45 days of application

Note that this is an optional filing; developers can proceed with filing a Definitive Plan without filing the Preliminary Plan. However, if a applicant desires to preserve zoning and subdivision exemptions, a Preliminary Plan must be submitted and followed with the filing of a Definitive Plan within seven months of the Planning Board decision on the Preliminary Plan.

DEFINITIVE SUBDIVISION PLAN APPROVAL

Timeline: Decision within 90 days if a Preliminary Plan has been submitted and 135 days if no Preliminary Plan was submitted.

- Step 1** Planning Office discusses project and filing requirements including abutters list. Planning Director refers applicant to Conservation Agent regarding wetlands if no Preliminary Subdivision Approval.
- Step 2** Applicant completes forms, obtains certified abutters list, prepares plans and submits subdivision plans to all town departments as well as files the official submittal with the Town Clerk who date stamps the application. . Planning Office schedules Public Hearing to occur within 30 days of submitted application.
<http://www.salisburyma.gov/boards/PBinfo.html>),
- Step 3** Public Notice for Public Hearing is published in newspaper and sent to abutters by Planning Department.
- Step 4** Public Hearing is held.

- Step 5** Decision is issued within 90 days of application and filed with Town Clerk.
Step 6 Appeal Period 21 days after decision is filed with Town Clerk.

WETLANDS FILING

Timeline: Decision within 42 days of receipt of complete application unless hearing is continued which is usually the case. Continuations may add a minimum of 14 days to the process, but more typically they add a minimum of 28 and very often more.

- Step 1:** Applicant meets with Conservation Agent as suggested by Planning Department. Conservation Agent reviews filing procedures with applicant.
- Step 2:** Applicant delineates wetlands resource areas and prepares plans and applications and submits a Notice of Intent to Conservation Agent.
<http://www.salisburyma.gov/boards/CCinfo.html>
Applicant could also submit a Request for Determination on wetland delineation.
- Step 3:** Agent schedules Public Hearing (within 21 days of receipt of complete application)
- Step 4:** Public Notice Published in Newspaper and applicant notifies abutters
- Step 5:** Public Hearing is held and continued to next meeting (within 21 days after application received).
- Step 6:** Site Visit is held.
- Step 7:** Continued Public Hearing held (14- 21 days after 1st hearing).
- Step 8:** Order of Conditions issued (within 21 days after hearing).
- Step 9:** Appeal Period (10 days after decision)

Sample Project 2

4,500 square foot Retail Seafood Project in Beach Overlay District

Applicant meets with Building Inspector or Planning Office. If Planning Office, the staff informs Applicant that a Site Plan review is required and that the proposed use requires a Special Permit and the Applicant should speak with the Building Inspector. The Planning Staff also informs the applicant that any development in the Beach Overlay District also requires filing of a Notice of Intent with the Conservation Commission. If Applicant meets first with the Building Inspector, the Inspector informs Applicant that a Special Permit from ZBA is required and provides forms and filing information. Inspector refers applicant to Planning staff to discuss Planning Board Site Plan Review requirements.

WETLANDS FILING

Timeline: Decision within 42 days of receipt of complete application unless hearing is continued which is usually the case. Continuations may add a minimum of 14 days to the process, but more typically they add a minimum of 28 and very often more.

Follow steps 1 – 9 of previous example.

SPECIAL PERMIT

Timeline: 190 days including Appeal Period.

- Step 1:** Applicant meets with Building Inspector and is given a form and plan requirements to file with the Zoning Board of Appeals for a Special Permit.
- Step 2:** Applicant completes forms, obtains certified abutters list, prepares plans and submits Special Permit Application to Zoning Board of Appeals and files with the Town Clerk. Town Clerk date stamps submitted material.
- Step 3:** Zoning Board schedules a public hearing within 65 days of receipt of application
- Step 4:** Zoning Board receives comments from other boards and staff (within 10 days of application)
- Step 5:** Public Notice Published in newspaper and sent to abutters
- Step 6:** Public Hearing is held
- Step 7:** Decision is issued within 90 days of close of public hearing.
- Step 8:** Decision is filed with Town Clerk within 14 days of decision.
- Step 9:** Appeal Period ends 21 days after decision is filed with Town Clerk

SITE PLAN REVIEW (MAJOR PROJECT)

- Step 1:** Applicants meets with Planning Office for a pre-filing review to discuss project and Site Plan filing requirements
- Step 2:** Applicant submits Site Plan and application form, obtains certified abutters list, prepares plans and submits Special Permit Application to Planning Office for completion review. Planning Office schedules Public Hearing to occur within 30 days of submitted application,
- Step 3:** Public Notice published in newspaper and sent to abutters by Planning Office
- Step 4:** Planning Office completes review within 14 days. Once review is complete Planning Office meets with applicant to review submission. Applicant then gathers any additional information and submits entire packet for final review by Planning Staff.
- Step 5:** Planning Department signs off on complete application and applicant files required forms and plans with Town Clerk. The application is then sent to the town's review engineer for comments.
- Step 6:** Design Review Committee performs informal review of design at a public meeting and provides recommendations to the Planning Board within 30 days of application submittal.
- Step 7:** A Public Hearing is held and typically continued to the next meeting date.
- Step 8:** Decision is issued (within 60 days of 1st public hearing.
- Step 9:** Decision is filed with Town Clerk within five days of decision.
- Step 10:** Appeal Period ends 21 days after decision is filed with Town Clerk.

APPENDICES

Appendix 1: Town of Salisbury Community Development Strategy

THE TOWN: It is the responsibility of everyone connected with this municipality to recognize that the main function of our local government is to serve the best interests of all people of Salisbury at all times.

In 1638, only eighteen years after the Pilgrims landed, the Massachusetts General Court chartered a new “plantation”, covering a 10-mile strip of territory north of the Merrimack River. The territory of the plantation stretched west into the wilderness and north as far as Hampton, now part of New Hampshire. There appears to have been a diversity of opinion among the settlers as to the name of the town. On September 4, 1639, the town was incorporated as Colchester. At a session of the General Court, held October 7, 1640, the name was changed to Salisbury.

Today, the Town of Salisbury is a community of over 7,800 year-round residents. It is the northeastern most municipality in the Merrimack Valley, bordered on the south by the Merrimack River and on the east by the Atlantic Ocean. Prior to 1989, a three-person Board of Selectmen governed the town. In May 1989, a Town Charter was approved at the ballot box. The Charter made sweeping changes in town government. It expanded the Board of Selectmen from three to five members. Many offices, which had been elected, became appointed. Currently, the only offices appearing on the annual town election ballot are: Selectmen, Moderator, and Triton Regional School Committee members. The Charter instituted a strong town manager form of government. The Town Manager is the chief administrative officer of the town, directly responsible to the Board of Selectmen for the administration of all town affairs for which the Town Manager is given responsibility under the Charter including appointing and removing all department heads and employees and developing and administering a personnel system. The Selectmen are elected to three-year terms. They are the chief policy-making body of the town, responsible for the issuance of policy directives and guidelines to be followed by all town agencies serving under it.

LOCATION: Northeastern Massachusetts bordered by Seabrook, NH on the north and Amesbury, MA on the west. The Merrimack River separates Salisbury from Newburyport and Newbury to the south, and the Atlantic Ocean creates an eastern border.

TOWN FACTS:

2000 Population...7,827(US Census)

2000 Per capita income....\$21,608 (US Census)

Unemployment Rate: 2004..6.3%, 2005...5.8%, 2006...5.9 % (Mass.gov)

2000 Median family income..\$49,310 (US Census)

2006 Average tax bill...\$2,948(Assessor)

2006 Population ...7,409(Town Census)

FY06 General Budget.... \$16,682,283

FY06 Water Budget \$1,931,025

FY06 Sewer Budget \$1,628,131

STRATEGY: Over the years, Salisbury has maintained its traditional town character while accommodating substantial growth and new activities since its last master plan. It continues to be a livable community in a desirable, rewarding location. Still, Salisbury must grapple

with a number of long-standing problems and newly arisen concerns in order to fulfill the promise which townspeople recognize.

For example, as Salisbury's attractiveness grows and regional connections strengthen, increased development is generating significant pressures that are difficult to contend with. Water supply is tightly constrained and future usage may outstrip supply unless new sources are developed; septic issues remain troubling in parts of town that are not sewered; and housing prices continue to accelerate, forcing some residents to relocate. Town financial resources are severely limited with many deferred priorities. Commercial development has lagged behind residential growth and the Beach Commercial District suffers from negative perceptions. The roadway network is often highly congested at peak hours on summer weekends.

The challenges Salisbury faces are sizeable, but not insurmountable. Some, like traffic congestion, are structural problems and can only be improved upon, not eliminated. Rising house prices and lower affordability are evidence of generally improving economic conditions, but maintaining affordability requires attention so that the community is not impacted unduly. Some resources, like historic buildings and natural areas, need to be properly conserved, so their value does not erode, and ways found to make them more available to the community. Other aspects, like commercial development, which have lagged need to be encouraged and guided to the most opportune locations.

The vision of preserving community character, limiting development impacts, promoting affordable housing, improving town finances and facilities, improving commercial and transportation activities and maintaining environmental quality, are all widely supported. Many residents, business people, landowners, and town officials have met regularly and worked to define and analyze these issues and to craft solutions. For nearly four years, Salisbury has undertaken a variety of planning processes to define its aspirations and to chart a course that will permit its goals to be accomplished. In July of 2004, after months of meetings and hard work, the town completed a Community Development Plan; the first comprehensive planning effort completed in Salisbury in years. Since the completion of the plan, the town has worked hard to achieve the goals and action items set through the process. In less than three years we have achieved quite a few of the goals.

We have also completed a Harbor Management Plan, an Affordable Housing Needs Assessment and an Affordable Housing Plan and are currently working to complete an Open Space Plan. The Planning Board also recently secured funding to begin work on a Master Plan

This Community Development Strategy combines the municipality's efforts at community-based planning, identifies and prioritizes goals, and identifies strategies for addressing those needs over the next three to five years. The town adopted the following goals through its planning activities and has begun to achieve them through its boards and committees as an integral part of the community development strategies for Salisbury. They are based upon the realization that all town officials need to work towards the creation of a new Master Plan and that achieving our goals requires adherence to the principles of sustainable development.

Open Space, Natural and Cultural Resources

Salisbury has a wonderful natural environment. We are blessed by miles of beautiful ocean beaches, extensive salt marshes and estuaries and the Merrimack River, as well as upland forests and farm land. These assets deserve increased attention.

Goals

- Enhance access to and utility of open space
- Add to recreational facilities, including new play fields and our developing rail trail network
- Secure water supply, improve aquifer health, limit wastewater impacts, restrict impervious surfaces
- Encourage cluster development under the town's new Flexible Residential Development By-Law (adopted Fall 2005)

Housing and Quality of Life

Salisbury residents value the variety of residential environments that exist in town. Suburban neighborhoods feel close to nature- near marshes and wetlands, the remaining farms, or close to the river or beach. Many residents have voiced their concerns over the impact of the current pace of development on the quality of life in Salisbury. The town must continue to address the need for affordable housing, its high homeless population and low/moderate income residents. There is a great desire to assist the local social service agencies to continue to bring services to these populations; especially the children and elderly.

Goals

- Preserve rural town character, limit impacts of new housing, improve affordability, and accommodate housing diversity
- Achieve Chapter 40B housing goals to get control of Chapter 40B developments
- Use contributions to the Salisbury Affordable Housing Trust Fund under the new Inclusionary Zoning By-law (adopted Fall 2005) to develop affordable housing
- Support neighborhoods and encourage more physically distinctive, socially cohesive neighborhoods
- Increase support of elderly and youth services

Economic Development

Salisbury relies predominantly on residential property taxes for the majority of its municipal revenue. Even through the Commercial/Industrial/Personal Property (CIP) contribution to the revenue stream has recently increased after being largely stable over the past decade; its proportion of the town's revenue has declined as residential numbers and property values have increased. A vibrant local economy is essential to maintaining and improving opportunities for town residents and for the town's fiscal health. The town recognizes that it has not maximized its economic potential and recommends specific actions that it can take to encourage more beneficial commercial and light industrial development.

Goals

- Revitalize the Beach Commercial District (mixed-use rezoning adopted Fall 2005)
- Revitalize Salisbury Square (mixed-use rezoning adopted Fall 2006)

- Encourage new, beneficial, industrial and commercial uses in defined business zones, such as the new Commercial IV business zone (adopted 2005) near I-95
- Attract new commercial/industrial uses to business zones near I-95 and I-495
- Work toward bringing the necessary infrastructure to the industrial park and the new business zone, thus concentrating industrial development in the most opportune areas.
- Offer Tax Increment Financing (TIFs) to eligible developers seeking to add quality commercial development along entrance corridors
- Continue to work with Merrimack Valley Planning Commission (MVPC) on Regional Planning Efforts, including but not limited to “brownfields” opportunities, rail trail efforts, expansion of the existing sewer to existing Industrial park.
- Support development of employment, educational, and training for local businesses through meetings with Workforce Investment Board and collaboration with Chamber of Commerce
- Work to review the best option for the re-use of Salisbury Memorial School

Transportation and Municipal Services

Traffic congestion at the beach and in Salisbury Square during the summer months continues to be a major source of frustration for town residents. Further, residents throughout the town have expressed the need for additional sidewalks along main streets and in neighborhoods as well as the desire for a walkable town center. The town business community also expressed their frustration over the procedures for dealing with various town boards and departments

Goals

- Minimize congestion and traffic impacts; improve pedestrian safety
- Make Salisbury’s main roads and neighborhoods more pedestrian-friendly
- Improve drainage, road conditions on main roads and neighborhoods
- Improve and streamline town government services and permitting processes

Priorities List and Action Plan

Item	Priority	Timeframe	Status
Open Space and Cultural Resources			
Complete Open Space and Recreation Plan	HIGH	SHORT	In Draft form to be finalized 3/07
Work with MA Historical Commission to complete property inventory	HIGH	SHORT	Complete
Implement Harbor Management Plan	HIGH	MED	Harbor Commission working towards meeting their goals. Have secured land owned by MBTA on the Merrimack River for docks and open space.
Begin Beach Revitalization Plan	HIGH	LONG	Ongoing
Develop additional play fields and play grounds	HIGH	LONG	Obtained funds for the Salisbury Square Playgrounds and additional moneys for Beach Baseball Fields
Continue developing the Salisbury Rail Trail and bike routes as part of Coastal Trails Network	HIGH	LONG	Successful 100+ Volunteer Day on Sept 06 Organizing Earth Day Volunteer day 2007 25% Design for Phase 1 North South Rail Trail anticipated in June 2007 Will work for moving up project from 2010 to 2008 TIP
Expand Waterfront Recreational opportunities	MED	MED	Continue efforts including reviewing policies on recreational fishing and clamming
Explore benefits of the Community Preservation Act for Salisbury	MED	MED	
Revisit the Beach Access Study	LOW	MED	
Encourage conservation of natural resources in new developments through alternate technology, including tying into the town's existing sewer system	LOW	MED	ONGOING
Obtain additional conservation easements on natural lands	LOW	LONG	Town to continues to encourage Flexible Residential Development to encourage conservation easements
Improve access to lands and waterways	LOW	LONG	Develop new harbor access at Friedenfels Rd.
Create Beach Management Plan	LOW	LONG	
Housing and Quality of Life			
Revise zoning for appropriate densities, better siting, and affordable housing	HIGH	SHORT	Planning and Zoning Review Committee continuing work
Continue Housing Rehabilitation Program to assist low income residents fix code violations	HIGH	SHORT	Continue to help emergency cases using North Shore Home Consortium funds and Program Income. Apply for new CDBG Grant.
Work towards meeting the needs of Salisbury's growing senior population	HIGH	MED	Completing renovations and expansion of Senior Center to offer activities and services to more seniors

Work with Housing Authority and Assisted Living to help them to provide affordable housing to our seniors	HIGH	MED	Applying for CDBG grant to assist in Housing Authority roof repair.
Work towards meeting the needs of Salisbury's existing low/moderate income population	HIGH	MED	ONGOING- town continues to implement inclusionary zoning bylaw, actively search for developers that meet our housing needs
Increase support of social service agencies	HIGH	SHORT	Apply for CDBG Grant for Boys & Girls Club and Pettengill House social service center
Work closely and efficiently with developers on 40 B proposals in order to expand housing opportunities	MED	LONG	ONGOING
Economic Development			
Zoning Bylaw Review	HIGH	MED	Ongoing-
Encourage McKenna property Redevelopment.	HIGH	MED	Tax Title Process continues
Create Master Plan	HIGH	SHORT	Committee is being assembled and consultant to be chosen by March 2007 Completion expected May 08
Develop boardwalk at Beach Center	HIGH	MED	Feasibility Study Completed. Funding secured for Design Obtain funding for construction
Use zoning upgrades and enforcement to improve appearance of town gateways and business properties	MED	MED	Under review- Zoning Review Committee
Transportation and Municipal Services			
Plan for expansion of water supply	HIGH	SHORT/ MED	Working with Geosphere to develop new well
Complete renovation of Town Hall; centralize town departments	HIGH	SHORT	Town Meeting funded-Phase one complete. Phase 2 out to bid February 07
Work to bring sewer lines to our existing industrial park and new business zone	HIGH	SHORT	Applied for PWED, Waiver for CDF
Enhance current plan for year-round repair and replacement of streets and sidewalks	HIGH	MED	Assessing neighborhoods- Committee to be set up 2/07
Develop more and better sidewalks, rail trails and bike lanes	HIGH	MED	ONGOING/Committee to be set up to prioritize sidewalk, and street repair 2/07
ADA Removal Barriers work and continue to work to complete 504 Transition Plan	HIGH	MED	Continue to improve- see 504 plan for specific improvements
Hire professional engineers to review infrastructure on South End of the Beach including but not limited to sidewalks, drainage, sewer lines, water lines	HIGH	MED	
Address Neighborhood Drainage and Safety issues- Folly Mill Road, Mudnock road, Maple St, Gardner St	HIGH	MED	All have been engineered-

Salisbury Master Plan

Plan for expansion of wastewater capacity	HIGH	LONG	Purchased land for expansion May '05
Fund capital improvements project in CIP	HIGH	LONG	ONGOING
Initiate town facilities review and long range capital planning	MED	LONG	Updated Capital Improvement Draft Plan Complete
Develop reuse plan for old schools	LOW	LONG	
Study integrating police, fire and emergency services long-term	LOW	LONG	Money for a supplemental budget to be allocated at May '07 Spring Town Meeting.
Follow up on Route 110/Route 1A corridor study for intersection improvement, congestion relief and safety improvement; get assistance from state legislators	LOW	LONG	
Get increased/improved service from MVRTA	LOW	LONG	This can be researched further through the upcoming Master Plan

PRIORITY LOW/MEDIUM/HIGH
TIMEFRAME SHORT - 1 YEAR/MEDIUM- 2-3 YEARS/LONG- 4-5 YEARS

Appendix 2: 2006 Survey of Historic Properties

Salisbury Community Survey Street Index

MHC	Assess #	Resource	Address	Style	Date
C		Pleasant Street Area	Pleasant Street		
D		Ring's Island Area	Ring's Island		
E		Vermont Street Cottages	Vermont Street		
64	5.18	Cushing Hall	5 Beach Road	Classical Revival	1892
65	3.09	Charles Pike House	6 Beach Road	Greek Revival	ca 1860
66	5.35	French Double House & Barn	17 Beach Road	Federal	ca 1835
67		French Corn House	17 Beach Road		19th cen
68		French Chicken Barn	17 Beach Road		1880
69		French Chicken Coop #1	17 Beach Road		ca. 1915
70		French Chicken Coop #2	17 Beach Road		ca. 1915
71		French Chicken Coop #3	17 Beach Road		ca. 1915
72		Beach Grove Cabins	104 Beach Road		ca 1950
73	3.15	Gustavus A Rowe House	7 Bridge Road	Cabin Court	ca 1890
74	3.16	Lewis Greenleaf House	9 Bridge Road	Queen Anne	1st half 19th cen
75	3.18	Charles Buswell House	13 Bridge Road	Georgian	ca 1870
76	6.13	Carl Rulph House	16 Bridge Road	Greek Revival	ca 1870
77		Pike School	17 Bridge Road	Bungalow	ca 1923
16	3.129	William Brown House	19 Bridge Road	Italianate	1882
78	2.90	David B Moody & Mary Deal House	28 Bridge Road	Greek Revival	ca 1870
79	32.295		65 Cable Avenue	Greek Revival	ca 1841
80	12.47	4 Congress Street	4 Congress Street	No Style	ca 1890
81	12.28	Earl Reynolds House	16 Congress Street	Greek Revival	ca 1840
82	12.25	Samuel Morrill Farmhouse	22 Congress Street	No Style	ca 1880
83		Samuel Morrill Dairy Barn & Milkshed	22 Congress Street	Federal	ca 1845
84	13.13		26 Congress Street		19th cen
85	13.12	Abraham Morrill House	26 Congress Street	Italianate	ca 1885
86	6.13	East Parish Parsonage	28 Congress Street	Georgian	ca 1785
87	6.12	Salisbury Public Library	16 Elm Street	No Style	1820
88	2.46	Amos Buswell House	17 Elm Street	Classical Revival	1956
89	2.48	Dennis F Dow House	33 Elm Street	Altered Greek Revival	1831
90	2.49	Lafae/Cooper House	37 Elm Street	Queen Anne	ca 1890
91	13.50	Sanborn House & Farm	30 Elm Street	Queen Anne	ca 1890
92	3.30	William Moody House	30 Elmwood Street	Italianate	ca 1885
93		Garage	8 Ferry Road	Georgian	ca 1800
94		Carriage House/Barn	8 Ferry Road	Italianate	20th cen
			8 Ferry Road	Italianate	19th cen

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Salisbury Community Survey
Street Index

MHC	Assess #	Resource	Address	Style	Date
95	3.42	Pike House	19 Ferry Road	Colonial/Saltbox	18th c.
96		Pike Barn	19 Ferry Road		
97	15.41	Pettengill Farmhouse	45 Ferry Road	Georgian	ca 1740
98		Pettengill Barn	45 Ferry Road		
99	15.45	Pike House	74 Ferry Road	Georgian	ca 1790
22	7.23	Captain Sawyer House	3 First Street	Federal	ca 1780
23	7.24	Anthony & Helen Caramango House	5 First Street	Colonial Revival	1932
24	7.26	George Stone House	9 First Street	Italianate/Queen Anne	1898
25	7.27	Henry Rich House	11 First Street	No style	ca 1860
26	7.28	Rich's Store	13 First Street	Colonial Revival	ca 1900
27	7.29	Joseph Pasquale House	15 First Street	Second Empire	ca 1890
28	7.30	John S Morse/Mary Rich House	17 First Street	No Style	ca 1850
29	7.17	John S Morse House	18 First Street	Federal	ca 1800
30	7.31	Eugene Hawkes House	19 First Street	No Style	ca 1900
31	7.16	Everett E Skimmer House	20 First Street	Queen Anne	ca 1900
32	7.15	Everett E Skimmer Store	22 First Street	Altered	ca 1750
33	7.14	James Cartwright House	24 First Street	Greek Revival	ca 1770
34	7.33	True Green Graves House	25 First Street	Altered	ca 1820
35	7.12	Captain William Morgan House	28 First Street	Italianate	ca 1878
36	7.35	Captain Elias Dole & Elias Dole Jr House	29 First Street	Dutch Colonial	ca 1820
37	7.36	Emma Dole House	31 First Street	Greek Revival	ca 1870
38	7.37	Bert Rowe House	33 First Street	Queen Anne/Italianate	ca 1895
39	7.38	Captain Elias Dole House	35 First Street	Federal	1799
100	20.50	Robert Dow House	15 Forest Road	Italianate	1870-1885
101		Robert Down Barn	15 Forest Road		
40	7.45	Henry W Woodard House	3 Fourth Street	Federal	ca 1890
41	7.46	Joseph Perkins House	5 Fourth Street	Greek Revival	ca 1860
42	7.50	John Jones House	9 Fourth Street	Georgian/Federal	ca 1780
43	7.52	Mrs Mary Pike Graves House	11 Fourth Street	Colonial/Georgian	ca 1740
44		Union Chapel	Fourth Street		1892
45		March School	Fourth Street		1870
102	6.83	Harold Poor House	17 Gardner Street	Greek Revival	1885-1924
103	6.25	Dr. Cyrus Dearborn House & Tavern	5 Lafayette Road	Federal	1804-1813
104	5.16	East Parish Meeting House	8 Lafayette Road	Transitional Federal/Greek	1834
105	5.21	Wilhelmina Frost House	5 Lincoln Avenue (Similar to Queen Anne	Queen Anne	ca 1890
106	5.31	Ephraim T. Chase House	6 Lincoln Street	Queen Anne	ca 1900

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Salisbury Community Survey
Street Index

MHC	Assess #	Resource	Address	Style	Date
107	5.28	Justin & Nellie Hodgdon House	12 Lincoln Street	Queen Anne	ca 1900
108	19.16	True Morrill Farm	29 Main Street	Georgian/Colonial	18th c.
109	19.85	Morrill House	44 Main Street	Colonial Revival	ca 1890
110		Morrill Barn & Milkshed	44 Main Street		ca 1890
111		Salisbury Plains School	92 Main Street	Craftsman	1945
112	11.32	Dole Farm	98 Main Street	Georgian	ca 1750 (1783)
113		Dole Barn	98 Main Street		
114	11.35	Evans Farmhouse	103 Main Street	Georgian	ca 1800
115		Evans Barn	103 Main Street		
116		Evans Barn	103 Main Street		
117		Evans Farm Roadside Stand	103 Main Street		
118	6.38	Jacob Spaulding School	18 Maple Street	Colonial Revival	1917
119	14.24		25 March Road	No Style	ca 1880
120	2.13	John Sanders House	1 Mudnock Road	Colonial	18th c.
121	2.16	Gardiner Spring Moody House	7 Mudnock Road	Transitional Greek/Italianate	ca 1841
122	2.21	David Collins House	17 Mudnock Road	Italianate	ca 1880
123	2.36	Buswell/Pike House	34 Mudnock Road	Federal	ca 1780
124	2.30	Alfred M. Pike House	35 Mudnock Road	Greek Revival	ca 1855
125	2.31	Otis Gilman Pike House	39 Mudnock Road	Greek Revival	ca 1845
126		Star of the Sea Chapel Rectory	140 North End Boulevard	Shingle Style	ca 1885
127		Star of the Sea Chapel	228 North End Boulevard	No Style	1870
128			364 North End Boulevard	Shingle Style	ca 1900
129	35.237	Katherine Hatch Cottage	368 North End Boulevard	Shingle Style	ca 1900
130	35.236	Judkins Cottage	28 Ocean Street	Spanish Eclectic	ca 1914
131	32.107	Kelley Hotel	5 Park Street	Greek Revival	1884-1907
132		Town offices	3 Pleasant Street	Greek Revival	ca 1830
17	3.2	C Johnson House	5 Pleasant Street	Greek Revival/Cape	ca 1850
18	3.21	Andrew Eaton House	8 Pleasant Street	Greek Revival	ca 1860
19	3.124	Augustus Dow House	9 Pleasant Street	Cape	ca 1868
20	3.23	Lowell Eaton House	18 Pleasant Street	Transitional Federal/Greek	ca 1800
21	3.119	Jacob D Brown House			

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Salisbury Community Survey
Street Index

MHC	Assess #	Resource	Address	Style	Date
133	32.62	Salisbury Beach Fire & Police Station	18 Railroad Avenue	Colonial Revival	1926
46	7.09	Stephen Coffin House	2 Second Street	Italianate	ca 1760
47	7.07	Amos B & John M Coffin House	6 Second Street	Federal	ca 1835
48	7.40	Edward E French House	7 Second Street	Vernacular	1872-1907
49	7.41	Joshua Moody Pike Sr House	9 Second Street	Georgian/Colonial	ca 1790
50	7.06	Mary Coffin Gerrish House	10 Second Street	Greek Revival	1849
51	7.42	Captain John March House	11 Second Street	Colonial	1752
52	7.04	Amos B Coffin House	12 Second Street	Greek Revival/Italianate	ca 1840
53	7.55	Joseph March House	13 Second Street	Georgian	ca 1750
54	7.03	Charles T Hopkinson House	14 Second Street	Colonial Revival	ca 1930
55	7.56	Elias Pike House	15 Second Street	Colonial	1734
56	7.02	Joseph March Tavern	16 Second Street	Colonial	ca 1690
57	7.54	Joseph Warren Currier House	2 Third Street	Federal	ca 1800
58	7.43	Jonathan Dole House	5 Third Street	Colonial/Saltbox	early 18th cen
59	7.53	William Gerrish House	6 Third Street	Georgian	ca 1740
134	17.180	Dr. John True House	26 True Road	Federal	ca 1820
135	17.17	John Fulford House	48 True Road	Italianate	ca 1870
136		John Fulford Barn	48 True Road		
60	32.26	Vermont Street Cottage #1	14 Vermont Street	No Style	ca. 1948
61	32.26	Vermont Street Cottage #2	16 Vermont Street	No Style	ca. 1948
62	32.26	Vermont Street Cottage #3	18 Vermont Street	No Style	ca. 1948
63	32.26	Vermont Street Cottage #4	20 Vermont Street	No Style	ca. 1948
133		Arthur Fernald House	7 First Street	No Style	ca 1902
134		Hogdon House	21 First Street	No Style	ca 1861
135		Joseph Perkins House	27 First Street	No Style	late 19thc
136		Perkins Boat Shop	30 First Street	No Style	late 19thc
137		Capt Samuel Francis Pike House	7 Fourth Street	No Style	19thc
138			5 Second Street	No Style	19thc

Turk Trucey Larry Architects, LLC

Appendix 3: Survey of Historic Places

Salisbury Street Index

St. #	Street	Resource Name	MHC#	Assessor's Map #
Areas				
18	Beach St.	Star of the Sea Parish Complex	Area: G; MHC #s 149, 150, 914, 915	3-15
40	Congress St.	Hillside Farm	Area: H; MHC #s 159, 160, 161, 162, 163, 164, 165	13-92
17	Elm St.	Salisbury Square Park	Area: M; MHC #s 917, 918, 919, 920, 921, 922, 923, 924	6-12
110	Lafayette Rd.	Lafayette Inn Complex	Area: I; MHC #s 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237	22-11
9, 13, 14, 15	Lincoln Ave	Lincoln Ave. Area	Area: J; MHC#s 9, 105, 106, 107, 187, 188, 189, 190	5-21, 5-22, 5-23, 5-24, 5-27, 5-28, 5-29, 5-31
73	Mudnock Rd.	Stevens Tree Farm	Area: K; MHC #s 204, 205, 206, 207, 208, 209	17-92
356, 358, 360, 364, 368	North End Blvd.	356-368 North End Boulevard	Area: L; MHC #s 210, 211, 212, 213, 214	34-74, 34-75, 35-236, 35-238, 35-239
Burial Grounds				
St. #	Street	Resource Name	MHC#	Assessor's Map #
24	Beach Rd.	Colonial Burial Ground	801	3-4
105	Beach Rd.	Long Hill Cemetery	802	25-9
101	Ferry Rd.	Maplewood Cemetery	803	14-75
8	Toll Rd.	Newburyport Hebrew Cemetery	806, 222	19-2
181	Lafayette Rd.	True Cemetery	805	19-1
Objects				
St. #	Street	Resource Name	MHC#	Assessor's Map #
	Elm St. at Mudnock Rd.	1930 Centennial Marker	916	
	Elm St. at Mudnock Rd.	Pot Lid Square Marker	917	
Individual Properties				
St. #	Street	Historic Name	MHC#	Assessor's Map #
7	Beach Rd		146	5-34

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13	Beach Rd	George French House	147	5-37
14	Beach Rd	J. Pike House	148	3-5
29	Beach Rd	J. Eaton House	151	5-43
66	Beach Rd		152	4-134
88	Beach Rd		153	24-40
24	Bridge Rd	Lewis Property	154	2-10
167	Bridge Rd	Power Station	155	14-19
169	Bridge Rd	W. Sawyer Property	156	14-20
171	Bridge Rd		157	14-21
430	Bridge Rd	Agawam Diner	158	7-21
31	Dock Rd		166	24-130
14	Elm St		167	6-14
114	Elm St	R.R. Fitch Property	168	17-121
145	Elm St	M. Fitts Property	169, 170	9-22
0	Elmwood St.		171, 172	13-8
9	Elmwood St.		173	13-19
10	Ferry Rd	J. Moody Property	174	3-29
39	Ferry Rd	S. Merrill Property	175	15-79
44	Ferry Rd	R. Messer Property	176	3-48
63	Ferry Rd	J. B. Currier Property	177	15-30
7	First St	Arthur Fernald House	133, 144	7-25
21	First St	J. Eaton	134	7-32
27	First St	Hogdon House	135	7-34
30	First St	Joseph Perkins House	136, 178	7-11
7	Fourth St	Perkins Boat Stop	137	7-48
21	Gardner St		179	6-85
31	Gardner St		180	6-90
33	Gardner St		181	6-64
35	Gardner St		182	6-92
9	Gerrish Rd	Garrish Property	183	22-19
32	High St		184	18-20
11-B	Lafayette Rd	Dearborn Property	185	6-28
110	Lafayette Rd	W.B. Merrill Property	186	22-11
7	Lion's Way		191	6-4
9	Main St	D.J. Sutherland Property	192	19-228
49	Main St	Stephen Dow Property	193	19-167
51	Main St	G. Winch Property	239, 194	19-168
54	Main St		240	19-180
72	Main St	Chubby's Diner	195	12-53
6	Maple St		196	6-39
20	Maple St		197	6-37
6	Mudnock Rd	A. Buswell House	198	6-42
9	Mudnock Rd	D. Collins House	199	2-17
13	Mudnock Rd		200	2-19
25	Mudnock Rd		201	2-24
40	Mudnock Rd	J.W. Buswell Property	202	2-34
51	Mudnock Rd	B. French Jr. Property	203	17-172
230-232	North End Blvd		210, 211	34-137, 34-138
14	Old Elm St		215	10-159
24	Old Elm St	A & S Greeley	216	10-154

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27	Old Elm St		217	10-145
32	Old Elm St	K. Bartlett Property	218	10-2
17	Pleasant St	S. Merrill Property	219	3-27
91	Railroad Ave	Beach Schoolhouse	220	32-197
2	School St		221	2-62
5	Second St	S. F. Pike Property	138	7-39
18	Second St	S. F. Pike Property	145	7-1

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