



Salisbury Town-Wide Map

What special places in Salisbury do you think the Master Plan consultants should see? What places matter the most to you?

Please label and place a sticky note on the map.

Legend



Town Hall



School

MassDOT Major Roads

Chapter 1

Introduction

Chapter 1

Introduction

What is a Master Plan?

A Master Plan is a comprehensive, long-term plan that municipalities in Massachusetts are encouraged to adopt, as authorized under MGL c. 41 § 81D. The plan can cover many different topics and is meant to last for at least ten years. A good Master Plan provides a high-level blueprint for what a community wants their town to look like at the end of the plan's lifespan and recommends a series of strategies for achieving that vision. The plan is divided into chapters for each topic, and each chapter has two main components: an inventory and assessment section that succinctly summarizes existing conditions and a goals and strategies section based on the needs and opportunities identified in the inventory and assessment section.

Having a Master Plan benefits Salisbury by providing a cohesive and comprehensive vision for the Town that future planning efforts can rely on as a foundation. This document can help guide decision-making for future boards and committees and give developers an idea of what the residents of Salisbury want. The planning process also encouraged community members with different interests to come together, hear each other's voices, and hopefully come to some common understanding.

The Town of Salisbury last adopted a Master Plan in 2008 and achieved many of the goals set out

in that document. The Town hired consultants to produce a 2022 Master Plan update that would replace outdated data and recommend new goals to strive for in the 2020s and beyond.

Community Planning Process

MASTER PLAN COMMITTEE

The Salisbury Board of Selectmen appointed an eleven-person Master Plan Committee to oversee and steer the process of drafting the 2022 Master Plan update. Members were all Salisbury residents who represented a wide variety of boards, committees, and organizations as well as at-large members of the community. They held monthly meetings with Town Staff and the consultant team to plan community engagement events, review plan drafts, and discuss important issues relevant to the plan.

INTERVIEWS AND DATA GATHERING

The initial phase of the planning process involved individual interviews with key Town staff, volunteers, interested citizens, and other community stakeholders. Staff provided the consultant team with municipal data, contact information for interviewees, and conducted a comprehensive town wide tour. Consultants obtained data from the recent 2020 Decennial Census, the Merrimack Valley Planning Commission, directly from local organizations, and many other sources.

COMMUNITY ENGAGEMENT

Community engagement is essential for writing a Master Plan. This document is meant to express the goals and vision of the community, not impose a planning framework from the top down. The ideas and recommendations included in the plan must have some degree of public buy-in or they will languish for lack of support. To that end, the consultant team proposed a robust community engagement plan.

Public Meetings. The consultant team, Master Plan Committee, and Town Staff designed and facilitated two different meetings to inform the public about the Master Plan process and to get their feedback on different aspects of the plan. Each meeting was held twice, once in person and once remotely using videoconferencing services.

At the first meeting (held in-person April 4, 2022, and remotely April 7, 2022) participants were asked to brainstorm about the Town's strengths and weaknesses and what opportunities and threats it would face in the future (known as a "SWOT" exercise). They also evaluated the relevance of the vision statement crafted for the 2008 Master Plan. Nearly all agreed that the 2008 vision was still relevant, though many suggested rewording, additions, and tweaks to certain ideas. The materials and notes from this meeting are included as appendices to this plan.

The second meeting (held in-person June 9, 2022, and remotely June 16, 2022) allowed the public

to comment on a set of draft goals and strategies being considered by the consultant team. The “open house” style for this meeting were designed to gauge public support for certain types of strategies and to hear strategy ideas directly from residents. The goals and strategies in this final document are reflective of the public feedback received during this set of meetings and of feedback from the Master Plan Committee and Town Staff.

Community Survey. The Master Plan Committee and Town Staff helped distribute an online survey link through social media and other online postings and solicited participants at Salisbury’s 2022 Annual Town Meeting. They helped collect 300 online and paper responses in May and June 2022, the majority of which were from year-round residents aged 55 and over, about half of whom lived in the Salisbury Beach area. The survey asked respondents to weigh in on some of the same questions posed to participants of the first public meeting and to identify high-priority topics and areas for the Master Plan to focus on. Results from the community survey are included as appendix to this plan.

Plan Organization

This document covers five overarching elements organized as follows: **Land Use** (Ch.2); **Climate Change, Sea Level Rise, and Resiliency** (Ch.3); **Economic Development** (Ch.4); **Transportation** (Ch.5); and **Community Health** (Ch.6). Each chapter explores existing conditions within Salisbury and concludes with three goals targeting the issues and opportunities identified in the analysis of the topic. Chapter 7 organizes all fifteen Master Plan goals and their supporting strategies and provides a framework for their implementation. **Table 1.1** summarizes these goals and strategies by element.

Table 1.1. Plan Goals & Strategies

Land Use	
Goal LU-1: Incentivize appropriate commercial revitalization in the Beach Center.	
LU-1.1	Engage in a community visioning process for the Beach Center, focusing on a vision for its public spaces, pedestrian-friendly uses, and commercial redevelopment.
LU-1.2	Examine existing zoning regulations to ensure that they are consistent with the Wetlands Protection Act, floodplains regulations, and the community vision for the Beach Center.
Goal LU-2: Adopt land use regulations that help preserve Salisbury’s natural environment and historic structures.	
LU-2.1	Adopt a Local Natural Resource Protection Bylaw.
LU-2.2	Utilize zoning incentives to encourage the reuse and preservation of historic structures.
LU-2.3	Adopt a Stormwater Management Bylaw incorporating Low Impact Development (LID) regulations.
LU-2.4	Evaluate dimensional regulations in residential zoning districts to ensure that allowable density is in line with the Town’s development and floodplain protection goals.
Goal LU-3: Improve and strengthen Salisbury’s commercial corridors.	
LU-3.1	Adopt design guidelines for the Lafayette/Main Corridor that include an emphasis on attractive streetscapes and tree planting.
LU-3.2	Engage a consultant to help the Town develop a strategic plan for the underutilized Office Park District.

Climate Change, Sea Level Rise, and Resilience

Goal CC-1: Improve environmental and economic resiliency to address climate vulnerability	
CC-1.1	Evaluate opportunities to improve public safety protection and response, especially on Ferry Road, Beach Road, and North End Boulevard.
CC-1.2	Engage a consultant or the regional planning agency to prepare a Climate Action and Resilience Plan (CARP).
CC-1.3	Pursue wind, solar, and other forms of green energy in suitable locations across Salisbury’s built environment, including the industrial park.
Goal CC-2: Protect biodiversity and critical habitats through land use regulation and public education.	
CC-2.1	Update and amend the Town’s Stormwater Management Plan to evaluate Salisbury’s drainage systems and to identify needs for inspections/testing at outfalls.
CC-2.2	Utilize new federal and state funding resources to invest in infrastructure that addresses sea level rise and erosion.
Goal CC-3: Build capacity to provide local leadership and advocacy at the state and federal levels, particularly concerning Salisbury Beach.	
CC-3.1	Continue to evaluate challenges to remaining in FEMA’s Community Rating System program.
CC-3.2	Strengthen communication and education of local officials about the Green Communities Grant Program.
CC-3.3	Mobilize staff and local support to work with the Merrimack River Beach Alliance and Mass. DCR to pursue a Beach Management Plan update that includes a beach nourishment schedule that aligns with existing efforts and utilizes resources in the Salisbury Beach Fund.

Economic Development

Goal ED-1: Encourage economic diversification, especially in main corridors.

- ED-1.1 Capitalize on new work-from-home trends due to COVID-19 by helping local businesses attract remote workers who now spend more of their day in Salisbury.
- ED-1.2 Continue to evaluate additional options for the Town to pursue burgeoning industries such as green energy/solar and cannabis.

Goal ED-2: Attract new businesses to Salisbury through regulatory changes and creative marketing.

- ED-2.1 Create a more predictable permitting process for businesses by reducing reliance on special permits and other discretionary processes.
- ED-2.2 Seek technical assistance from the MVPC to create a marketing campaign that focuses on Salisbury's strengths.

Goal ED-3: Increase staff and volunteer capacity for facilitating economic development.

- ED-3.1 Consider hiring a part-time Economic Development Planner or pursuing an interlocal agreement for economic development.
- ED-3.2 Work with the Cultural Council and its Arts and Cultural Initiative Subcommittee on developing public art, historical and cultural sites, public spaces, and art and cultural events that will promote tourism, business development, and revitalization efforts.

Transportation

Goal T-1: Manage summer traffic and parking issues in the Salisbury Beach area.

- T-1.1 Engage a transportation consultant or seek assistance from the MVPC to study the feasibility of alternative beach transit options such as group shuttles.
- T-1.2 Conduct a parking management study for Salisbury Beach to develop strategies for insuring that both residents and tourists have access to adequate parking while minimizing the creation of impervious areas.
- T-1.3 Consider amending the Town's zoning regulations to require additional guest parking spaces for multi-unit residential developments in the Salisbury Beach area.

Goal T-2: Promote bicycling and walking as viable transit options.

- T-2.1 Continue to pursue grants to improve and maintain on-road cycling conditions to connect Salisbury's open spaces.
- T-2.2 Update the Town's Complete Streets project list with pedestrian-oriented projects.

Goal T-3: Prioritize improving the poorest-quality roads and sidewalks for safety and ease of transit.

- T-3.1 Update the Town's Pavement Management Program and maintain funding for annual repairs.
- T-3.2 Develop a sidewalk maintenance plan to better prioritize sites for repairs, improvements, regular cleaning, and clearing of encroaching trees.

Community Health

Goal CH-1: Improve access to healthy local food and grocery options.

- CH-1.1 Assess options for the Town to recruit a grocery store, which would also be less vulnerable to cross-state competition regarding sales taxes.
- CH-1.2 Promote and maintain the Town's new and existing food resources, including the new year-round farmers' market, the Senior Center's food pantry, and Our Neighbors' Table's new community food bank on Bridge Road.

Goal CH-2: Invest in programs and resources to serve the needs of an aging population.

- CH-2.1 Expand staff capacity and funding for the Council on Aging to help seniors access vital healthcare resources, especially mental health services.
- CH-2.2 Assist the COA in creating a long-term strategic plan to forecast demand and prioritize goals.
- CH-2.3 Continue to encourage the production of affordable housing for very low-income households and seniors.

Goal CH-3: Address the ongoing problem of unsafe and unsanitary informal housing.

- CH-3.1 Reevaluate the Motel Reuse Overlay District to determine if allowing an increase in density would incentivize further redevelopment of substandard hotel and motel rooms into year-round housing units.
- CH-3.2 Continue to promote and expand the Board of Health's Certificate of Habitability program.
- CH-3.3 Actively participate in the YWCA's task force on homelessness.
- CH-3.4 Update Salisbury's Affordable Housing Production Plan, prioritizing the needs of vulnerable populations like older adults, people with disabilities, and those experiencing homelessness.



Chapter 2

Land Use

Chapter 2

Land Use

LAND USE TRENDS

Salisbury's borders are defined by bodies of water, and development is likewise heavily constrained by wetlands. The Town borders the Merrimack River to the south and the Atlantic Ocean to the east, and much of the land along these borders is permanently wet salt marsh. Salisbury's northern border is the state line with Seabrook, New Hampshire, and includes the northernmost point in Massachusetts. Salisbury shares a land border with only one Massachusetts town, Amesbury, to the west.

Salisbury's historic town center (also known as Salisbury Square) is located approximately at the town's geographic center where four major roads converge, one from each cardinal direction. Elm Street/Route 110 runs west to Amesbury, Route 1 runs north to Seabrook as Lafayette Road and south to Newburyport as Bridge Road, and Beach Road/Route 1A runs east to Salisbury Beach and eventually Hampton Beach, New Hampshire. There is one other major transit corridor in Town: in the northwest, Interstate 495 reaches its northern terminus and merges with Interstate 95. Main Street provides access to these key regional highways.

There are a few more major areas in Salisbury with their own distinct identities and land use patterns:

- **Salisbury Beach**, on the Atlantic coast, has been a center for tourism for over a century and is

arguably the Town's most famous feature. The term "Salisbury Beach" refers not only to the physical beachfront but to the community of homes and businesses that have grown up around it.

- The **Salisbury Plains** are in the northwest corner of town and have historically been the Town's agricultural center, with many acres of land still used for farming activities today.
- **Ring's Island** is a historic fishing village on the northern coast of the Merrimack River dating back to the seventeenth century. It is a small area with a few dozen residential lots and several marinas providing boat access to the Merrimack, but has a distinct cultural identity.

Map 2.1 shows the land use classification for every tax parcel in Salisbury, and **Table 2.1** lists the amount of land devoted to each use. The following sections reference both in describing existing conditions for each major land use category.

RESIDENTIAL DEVELOPMENT

Salisbury has a few densely populated areas, especially Salisbury Beach and Salisbury Square. While significant development of seasonal summer cottages on Salisbury Beach dates back over a century, the area is undergoing redevelopment as more properties are converted to year-round residences. In 2020, an estimated 902 of Salisbury's 5,074 housing units, about 18 percent, were seasonally occupied. The Town's Building Inspector

Table 2.1. Land Use Category by Area

Use/Ownership	Acres	% Total
Single-family Residential	1,986.81	22.2%
MA Division of Fish & Game	1,408.48	15.7%
Vacant - Undevelopable	1,262.53	14.1%
Vacant- Developable	720.38	8.0%
Chapter 61	630.75	7.0%
MA State Parks	618.23	6.9%
Mixed-use (all)	559.5	6.2%
Municipal	478.75	5.3%
Other residential	439.98	4.9%
Commercial	338.73	3.8%
Other Conservation	243.33	2.7%
Other	149.27	1.7%
Industrial	129.42	1.4%
Total	8,966.16	100.0%

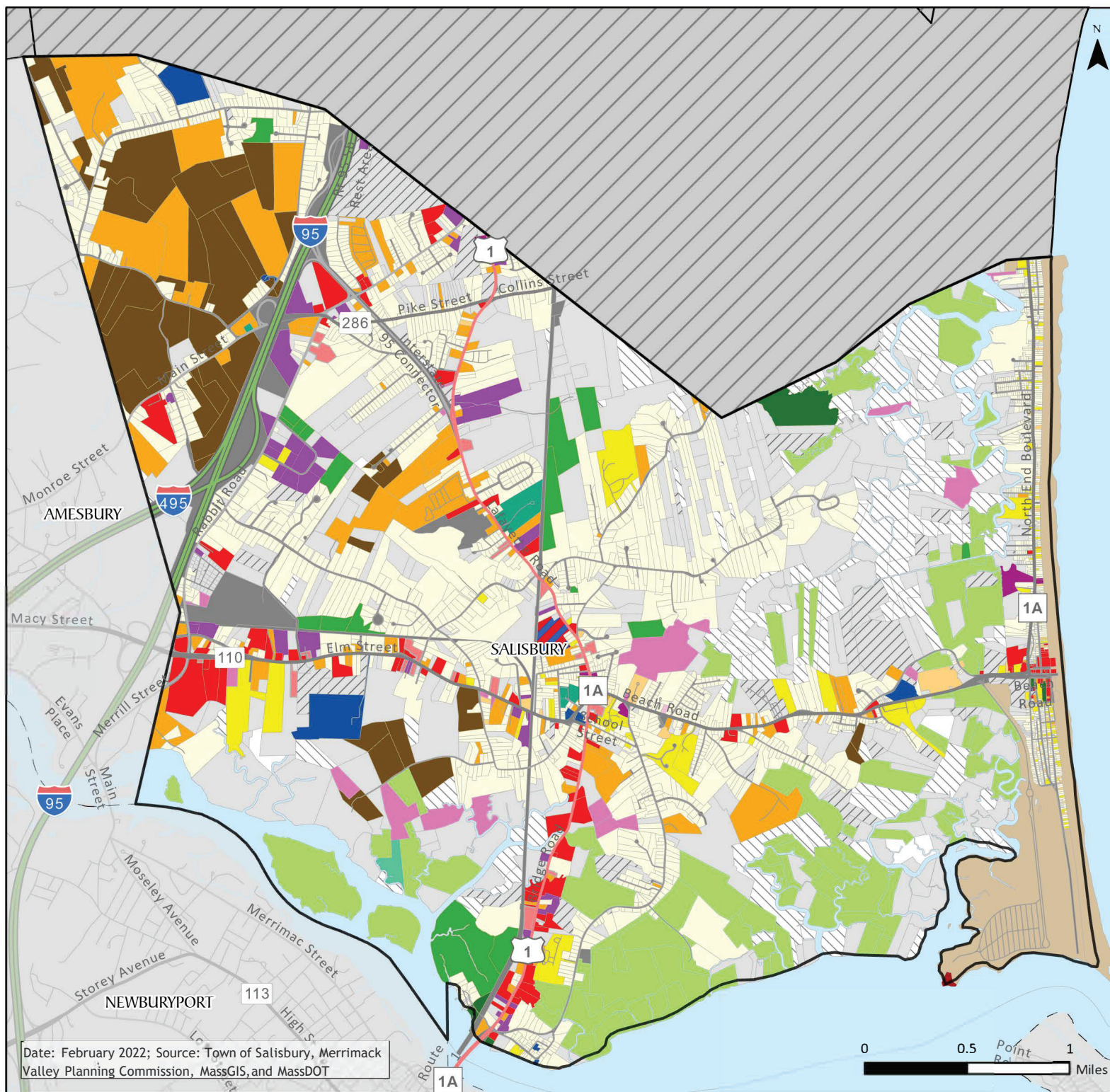
Source: MassGIS

reports that a majority of building permits filed in Salisbury are for residential improvements or redevelopment on the beach.

There are single-family subdivisions located throughout central and northern Salisbury, most of which were built in the latter half of the twentieth century. The oldest and densest residential development outside of the beach is in Salisbury Square, which includes the old Town Center.

Map 2.1. Town of Salisbury
Land Use

- Residential <3 Units
- Residential Condominium
- Apartments > 4 Units
- Mixed-Use
- Office
- Commercial
- Industrial
- Agriculture
- Division of State Parks and Conservation
- Open Space and Recreation
- Town of Salisbury - Conservation
- Department of Fish and Game
- Town of Salisbury - Non-Vacant
- Town of Salisbury - Public Safety
- Town of Salisbury - Schools
- Private School
- Religious Center
- Charitable Organization
- Department of Mental Health
- United States Government
- Utility and Transportation
- Town of Salisbury - Vacant
- Vacant
- Owner Unknown
- No Data
- Water



Date: February 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, and MassDOT

0 0.5 1 Miles

COMMERCIAL DEVELOPMENT

Commercial uses include retail, offices, and other business activities. Salisbury is bisected by two major commercial corridors that meet in the Town Center. Route 1 runs north towards Seabrook, New Hampshire and south across the Merrimack River to downtown Newburyport. Route 110 runs west into Amesbury, where it connects to Routes 95 and 495. Route 1A / Beach Road connects the Town Center to Salisbury Beach in the east, although this area is not dominated by commercial uses as the Town's other major roads are. Once 1A reaches the beach, it turns north to connect to Seabrook and Hampton.

Commercial uses take up about 4 percent of Salisbury's total land area, especially concentrated on Route 110, Bridge Road, and the Beach Center. However, nearly 20 percent of Salisbury's land area is zoned for commercial uses. The discrepancy is largely explained by areas like the Office Park and Lafayette-Main districts being under-developed and by the fact that most commercial areas contain a significant amount of single-family residential development.

Salisbury is economically dependent on summer tourism and a cluster of restaurant and entertainment-related businesses have developed on Salisbury Beach and nearby Beach Road. Salisbury Beach has been a major economic driver for over a century, with commercial development concentrated in the Beach Center area where Beach Road feeds into the Broadway boardwalk. While the old amusement park was dismantled, tourist-oriented businesses like restaurants and bars continue to dominate the area. Some areas of the boardwalk have faded into disrepair in recent decades and many Salisbury residents wish to see a revitalization of Salisbury Beach's commercial area.

Local permitting boards report that most new development is residential, but some new commercial development is taking place in Town. In recent years, the Town has embraced the recreational marijuana industry as a driver of economic growth and several new commercial marijuana facilities have been created.

INDUSTRIAL DEVELOPMENT

Industrial uses include manufacturing, processing materials, and storage or warehousing. Unlike some of its neighbors along the Merrimack River, Salisbury does not have a significant history of industry, and to this day industrial development is limited. The Town has one major industrial park and a cluster of construction-related uses in the Lafayette/Main commercial corridor, making up less than 2 percent of Salisbury's land area. Any new industrial development will occur in the Salisbury Industrial Park or nearby along Rabbit Road in the Town's only industrial district. With the adoption of new zoning for Lafayette/Main, the Town hopes to phase out the heavier industrial uses from one of its major commercial corridors.

OPEN SPACE AND RECREATION

The eastern half of Salisbury is dominated by the northern part of the Great Marsh. Many lots in this area are covered partially or entirely by undevelopable salt marshes, and large tracts of land are owned by government conservation agencies. The MA Division of Fish and Game's 1,400 acres of land in Salisbury are mostly located in the Great Marsh, plus the Carr Island State Reservation in the Merrimack River. Additionally, the MA Parks and Recreation Department owns the 600-acre Salisbury Beach State Reservation, a major outdoor recreation destination that includes the beachfront itself. The Town and private conservation organizations also hold hundreds of acres of land for preservation in perpetuity.

The Salisbury Plains to the northwest are dominated by farmlands which, while a historically and culturally significant type of open space, are not permanently protected from development. Farm owners may choose to sell their land to developers, and there is already some single-family residential development in this agricultural area. Salisbury's rail trails help connect the Town's open spaces for pedestrians and cyclists and allow access to Newburyport, Amesbury, and Seabrook.

VACANT LAND

About one-quarter of land in Salisbury is vacant, do not currently have any built improvements but are not permanently protected from development as conservation land or open space. Most of the Town's approximately 2,200 acres of vacant land is not considered developable; only 720 acres, or 8 percent of Salisbury's land area, is empty developable land. **Table 2.2** shows the vacant land categories used by the Salisbury Assessor's Office. Most developable land is zoned for residential uses, although about 300 acres of commercial land are developable or potentially developable. Note that if a lot does not conform with current zoning regulations it may be classified as "undevelopable" by the assessor's office, meaning that some undevelopable land become developable in the future. Most of the land classified as vacant but developable is in the western half of Salisbury where there are fewer wetlands, but potentially developable parcels are present in every area of Town. It is possible that in the coming years sea level rise will render some properties close to the coast undevelopable (see **Ch. 3, "Climate Change, Sea Level Rise, and Resiliency"**).

Table 2.2. Vacant Land by Type

Vacant Land Category	Acres	% of Vacant Land
Undevelopable Land - Residential	1,206.4	53.6%
Developable Land - Residential	277.3	12.3%
Board of Selectmen Land - Vacant	256.8	11.4%
Developable Land - Commercial	224.7	10.0%
Potentially Developable Land - Residential	138.1	6.1%
Potentially Developable Land - Commercial	73.8	3.3%
Undevelopable Land - Commercial	46.2	2.1%
Education - Private, Vacant	10.5	0.5%
Undevelopable Land - Industrial	9.9	0.4%
Developable Land - Industrial	6.5	0.3%
Total Vacant Land	2,250.3	100%

Source: Town of Salisbury Assessor's Database

Zoning

Many of Salisbury's zoning districts have remained unchanged since zoning was first adopted in the mid-twentieth century. This is especially evident in the districts that follow major roads, like the Commercial and Medium-Density Residential Districts (see [Map 2.2](#)). In all cases, district boundaries that follow roads cover 400 feet from that road. This results in many lots being split between two different zoning districts, which can create problems when a proposed use on a single lot is regulated differently on different portions of the lot. [Table 2.2](#) lists Salisbury's zoning districts by size, alongside key dimensional requirements.

RESIDENTIAL DISTRICTS

Salisbury, like most Massachusetts towns, has zoned most of its land for residential development. The Town's single largest zoning district, Low-Density Residential (R-1), covers a majori-

ty of its land area (see [Table 2.2](#)). R-1 has dimensional standards typical of Massachusetts suburban development, allowing one single-family dwelling per two-acre lot. R-2 and R-3 allow for increasingly dense residential development. R-2 follows Salisbury's major residential roads, and R-3 covers the residential areas of Salisbury Beach. R-3 has the least intensive dimensional requirements of any zoning districts in Salisbury, reflecting the existing pattern of dense residential development on small lots on the beach.

Most of Salisbury's zoning districts allow some form of residential development by right. Detached single-family dwellings are prohibited in only four out of fifteen districts: Light Industrial, Commercial-3, and Lafayette-Main Subdistricts A and C. Multifamily dwellings and vertical mixed-use developments are allowed by-right in central locations in Salisbury Square and the Lafayette-Main corridor.

MBTA COMMUNITY ZONING REQUIREMENTS

In 2020, Governor Baker signed several new amendments to the Zoning Act (Chapter 40A), including new incentives for MBTA Communities to adopt multifamily zoning by right. Salisbury is considered an MBTA-adjacent community due to its proximity to the Commuter Rail station in Newburyport.

In August 2022, DHCD released final guidelines clarifying what Salisbury's specific requirements will be to comply with the new law. The Town must create a zoning district that is at least 50 acres in size in which at least 750 units of multifamily housing can be constructed by right, at a density of at least 15 units per acre.¹ The district may be in any appropriate location in town and may incorporate existing zoning provisions. The new law does not concern the actual construction of housing; as long as Salisbury's zoning bylaw allows the required number of units, the Town will be in compliance regardless of how many units are constructed. If the Town fails to comply with the new MBTA Communities guidelines it will be rendered ineligible for state grants including MassWorks and Housing Choice Initiative grants.

INDUSTRIAL DISTRICTS

Salisbury has one industrial district, Light Industrial (LI), located in a single area along Rabbit Road and comprising only about 201 acres. The district contains Salisbury Industrial Park (see [Figure 2.1](#)), but many of the acres outside of the park are undeveloped. Some light industrial uses are also allowed in the Office Park district.

¹ Not all of the 50 acres must be contiguous. See Massachusetts Department of Housing and Community Development, "Multi-Family Zoning Requirement for MBTA Communities," August 10, 2022.

COMMERCIAL DISTRICTS

All four of Salisbury's major directional roadways are zoned for commercial use, as well as Main Street to the northwest. These areas mostly fall under four regular commercial zoning districts labeled C through C4, although C3 has been renamed and repurposed as the Office Park district. The Salisbury Beach commercial area has its own zoning district, and the Town recently rezoned the Lafayette-Main corridor, north of Salisbury Square, with a unique series of subdistricts discussed in the next section. Single-family homes are allowed by right in all regular commercial districts except the Office Park (C3) district, where no residential uses are allowed.

Figure 2.1

Entrance to Salisbury Industrial Park



The Commercial (C) district defines Salisbury's commercial corridors (aside from the LM district): the district extends 400 feet from Bridge Road, Elm Street, and much of Beach Road, with a cluster of parcels located off Main Street. C2 and C4 are both

located in western Salisbury adjacent to the 95-495 interchange and have similar dimensional requirements, but C2 is more likely to allow more intensive uses such as lumberyards or car washes.

The area south of Elm Street was zoned to encourage the development of office parks in 1999, but little development activity has occurred as a result. C3 does not directly abut Route 110/Elm Street, but is set back behind a 400-foot strip of Commercial district.

The Beach Commercial (BC) district covers the easternmost portion of Beach Road and Salisbury Beach Center and is oriented towards uses appropriate for a tourist area such as restaurants and entertainment. The BC district has no minimum lot size or required setbacks to match the dense development of the pre-zoning Beach Center boardwalk area.

LAFAYETTE-MAIN DISTRICTS

The Lafayette-Main Commercial District (LM) is the Town's newest, adopted in 2015 and amended in 2019 to facilitate the commercial revitalization of the Route 1 corridor north of Salisbury Square. Newly sewered as of 2022, the area has great potential for growth and the zoning seeks to:

"encourage diverse, high-quality, and attractive commercial developments and mixed use developments; to meet the goods and services needs of residents and visitors; and to create attractive, organized activity centers."

The LM district is broken down into four subdistricts, A through D, with varying dimensional standards and allowable uses to fit the character of the corridor's different areas. LM-A, located where Main Street meets Route 95, is the only subdistrict where residential uses are prohibited and provides for the least-dense lots. LM-D, clos-

est to the Village Center, allows the densest development. **Table 2.3** lists some of the major use and dimensional regulations that define each LM subdistrict.

The Lafayette/Main District discourages the proliferation of single-family residential development along a major commercial corridor. Vertical mixed-use is allowed by right and multifamily dwellings are allowed by right or special permit in all other subdistricts. Development in the LM district will be subject to design guidelines that are pending at the time of the adoption of this plan.

VILLAGE CENTER DISTRICT

Adopted in 2006 for the purpose of revitalizing the Salisbury Square area, the VC district encourages dense mixed-use and infill development. Vertical mixed use and most commercial uses are allowed by right but required to undergo site plan review, while horizontal mixed use and single-family dwellings are subject to a special permit.

OVERLAY DISTRICTS

The Salisbury Beach Overlay (SBO) district is designed to revitalize Salisbury Beach's commercial center and accordingly covers much of the underlying Beach Commercial District. The SBO is split into three subdistricts: Beach Center Development, Broadway Revitalization, and Oceanfront South Revitalization. Mixed-use development is not only allowed throughout the overlay, but is required in the Broadway subdistrict.

The Village Residential and Outer Village Residential overlay districts are similar districts, both meant to encourage denser residential development adjacent to the Village Center district. Two dwellings on a single lot are allowed in both overlays.

Table 2.3. Lafayette-Main Subdistricts - Selected Regulations

	LM	LM-A	LM-B	LM-C	LM-D
Dimensional Requirements					
Min. Lot Area (Acres)	0.5	0.67	0.5	0.5	0.25
Min. Setbacks (Front/Rear/Side)	30/20/20*	30/25/15	30/20/15	20/25/15	20*/20/10
Min. Frontage	100	150	100	100	100
Allowed Uses					
Single-Family Residential	Yes	No	SP**	No	Yes
Multi-Family Residential	Yes	No	Yes	SP	Yes
Mixed-Use	Yes	No	Yes	Yes	Yes

*More intensive setbacks are required when the lot abuts a residential use. **SP = Special Permit.
Source: Town of Salisbury Zoning Bylaw

The Floodplain District and Water Resource District correspond with FEMA-defined flood-prone areas and aquifer protection areas, respectively. Both overlays restrict development activity in environmentally sensitive areas to protect water quality and areas adjacent to wetlands and bodies of water.

The Motel Reuse Overlay district allows the conversion of existing motels into long-term multi-family dwellings. This conversion is allowed by right as long as the density of the existing motel is not increased; otherwise, a special permit is required. The minimum lot area per dwelling can be reduced to as low as one unit per 3,500 square feet. The district is drawn on a parcel-by-parcel basis on properties throughout town with existing motel uses.

Other overlays designed to encourage or regulate specific uses include Medical and Recreational Marijuana districts Wireless Communications districts.

OTHER LAND USE REGULATIONS

Parking Requirements. Two parking spaces per residential unit are required across town for any type of development, with the exception that in the Village Center district only one space is required for a studio or one-bedroom unit.

Flexible Residential Development (FRD) is an alternative to traditional subdivision development that is meant to minimize the disturbed area, preserve open space, allow flexible site design, and provide incentives to address local housing needs. At least half of the site must be set aside as open space, and while the base number of units allowed is the same as a conventional subdivision, a density bonus of up to 35 percent can be applied if the developer offers affordable units, age-restricted units, or extra open space. FRD is required for subdivisions 5 five acres or larger, although smaller projects may choose to take advantage.

Accessory Apartments are small, secondary dwellings that may be added to the site of an existing dwelling. In Salisbury, accessory apartments may be no larger than 900 square feet, can only be built on a lot that is 20,000 square feet or larger, and the property owner must live on the premises.

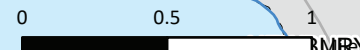
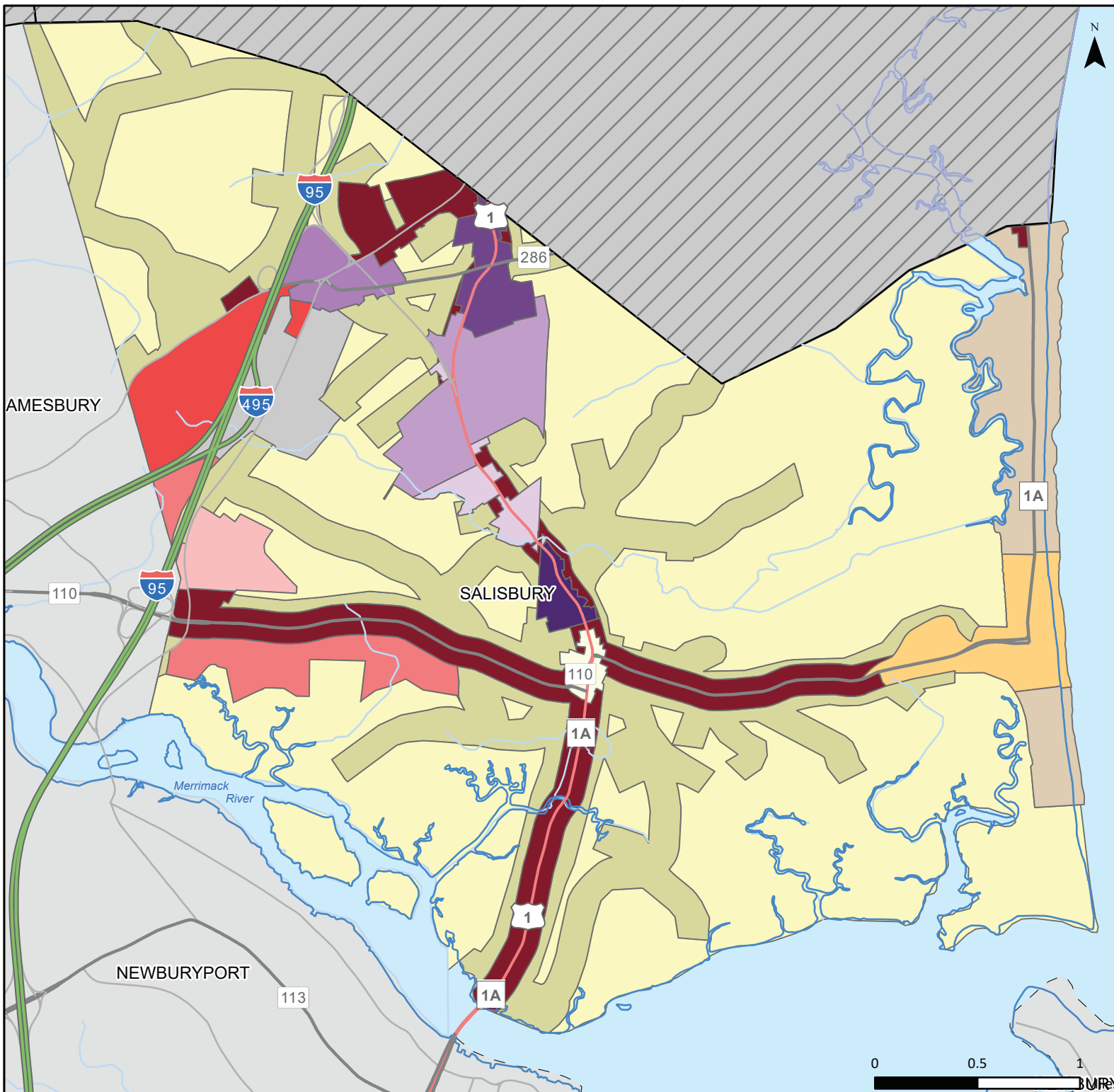
Mixed Residential Development (MRD) may be allowed in the LM-B subdistrict in order to “create housing choices and promote compact neighborhoods.” An MRD must be a mix of single-family and multifamily development with at least 30 percent of the parcel preserved as open space. Permitted residential density is high, with one single-family unit per quarter of an acre or six units of multifamily housing per acre.

The Ring’s Island Neighborhood Preservation District (RINPD) is not a zoning district but a provision of the Town’s General Bylaws meant to ensure that new development in the historic Ring’s Island neighborhood maintains its “colonial fishing village” character. Substantial alterations to existing structures or new development is subject to the Neighborhood Preservation District Committee’s review and design standards.

Map 2.2. Town of Salisbury Zoning Districts

- Lakes and Ponds
- Lafayette-Main Commercial
- LM Subdistrict A
- LM Subdistrict B
- LM Subdistrict C
- LM Subdistrict D
- C - Commercial
- C-2 - Commercial II
- C-3 - Office Park
- C-4 - Commercial IV
- BC - Beach Commercial
- LI - Limited Industrial
- R-3 - High Density Residential
- R-2 - Medium Density Residential
- R-1 - Low Density Residential
- VC - Village Center District

Date: May 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, and MassDOT.



Goals and Strategies

The following goals and underlying strategies are based upon the issues and opportunities described in this chapter's analysis of existing conditions. Chapter 7 compiles all of the goals and strategies of this Master Plan and provides a framework for their implementation.

GOAL LU-1

Incentivize appropriate commercial revitalization in the Beach Center. There is general agreement among Salisbury residents that the Beach Center needs to be revitalized in terms of economic activity and physical appearance. The area is appropriate for mixed-use development that is mindful of the sensitive beach ecosystem and climate change.

- **LU-1.1.** Engage in a community visioning process for the Beach Center, focusing on a vision for its public spaces, pedestrian-friendly uses, and commercial redevelopment. This effort can help build community consensus on how to balance the economic needs of the area with the potential environmental impacts of redevelopment. The process should include developing a clear vision of what is realistic under environmental protection regulations.
- **LU-1.2.** Examine existing zoning regulations to ensure that they are consistent with the Wetlands Protection Act, floodplain regulations, and the community vision for the Beach Center.

GOAL LU-2

Adopt land use regulations that help preserve Salisbury's natural environment and historic structures. Preserving Salisbury's natural environment was a high priority for participants in the master planning process. While economic and residential development are vital to the Town's future, it is important to guide development so it does not threaten Salisbury's abundant environmental and cultural resources.

- **LU-2.1.** Adopt a Local Natural Resource Protection Bylaw to prevent inappropriate encroachment into the marsh and other sensitive natural areas and to give the Conservation Commission authority to adopt local wetlands protection regulations.
- **LU-2.2.** Utilize zoning incentives to encourage the reuse and preservation of historic structures, including adopting a demolition delay bylaw.
- **LU-2.3.** Adopt a Stormwater Management Bylaw incorporating Low Impact Development (LID) regulations incentivizing or requiring developers to use innovative design and technology to better manage stormwater runoff and environmental impacts in new development and redevelopment. Also add LID requirements to the Town's zoning bylaw and Planning Board Subdivision Regulations where appropriate.
- **LU-2.4.** Evaluate dimensional regulations in residential zoning districts to ensure that allowable density is in line with the Town's development and floodplain protection goals.

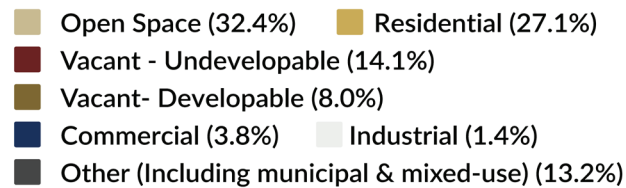
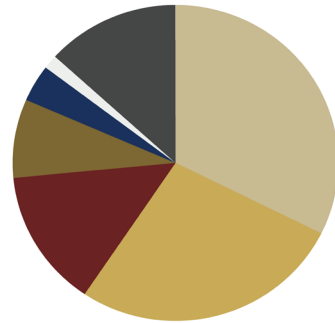
GOAL LU-3

Improve and strengthen Salisbury's commercial corridors. There is widespread dissatisfaction with the appearance of the Town's major commercial corridors, including the Lafayette/Main area, Bridge Road, and Route 110. Residents desire attractive, welcoming commercial areas with inviting businesses.

- **LU-3.1.** Adopt design guidelines for the Lafayette/Main Corridor that include an emphasis on attractive streetscapes and tree planting. Carefully monitor the results of these guidelines and consider adapting them for other major commercial corridors.
- **LU-3.2.** Engage a consultant to help the Town develop a strategic plan for the underutilized Office Park District to explore its potential for commercial or mixed-use development, or as a receiving location for a transfer of development rights (TDR) bylaw.
- **LU-3.3.** Plan for appropriate locations to rezone for by-right multifamily housing to comply with MBTA Community guidelines. Salisbury's commercial corridors should be considered as potential locations due to existing infrastructure (sewer, water, major roads) and due to being the areas currently zoned for the densest development.

Land Use Snapshot

Land Use by Area



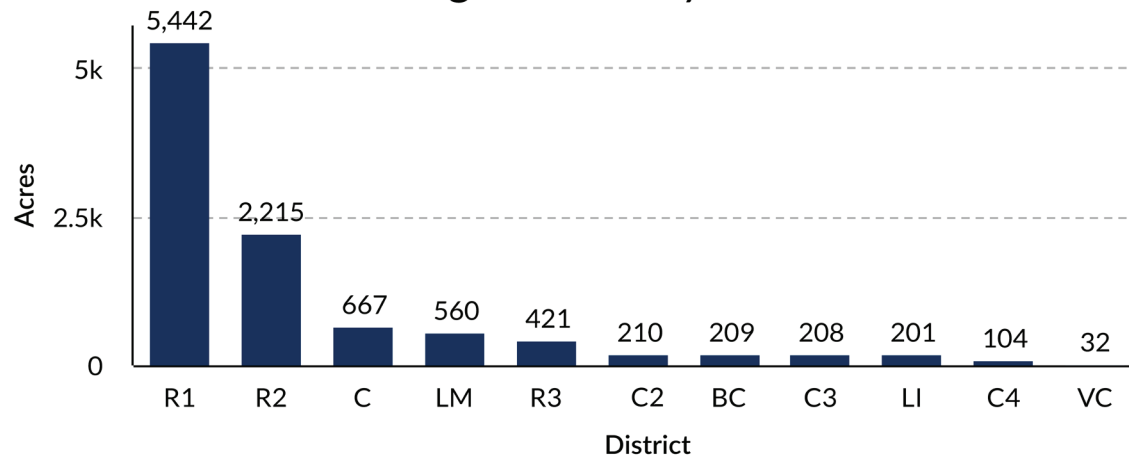
66% of developed land is primarily residential.

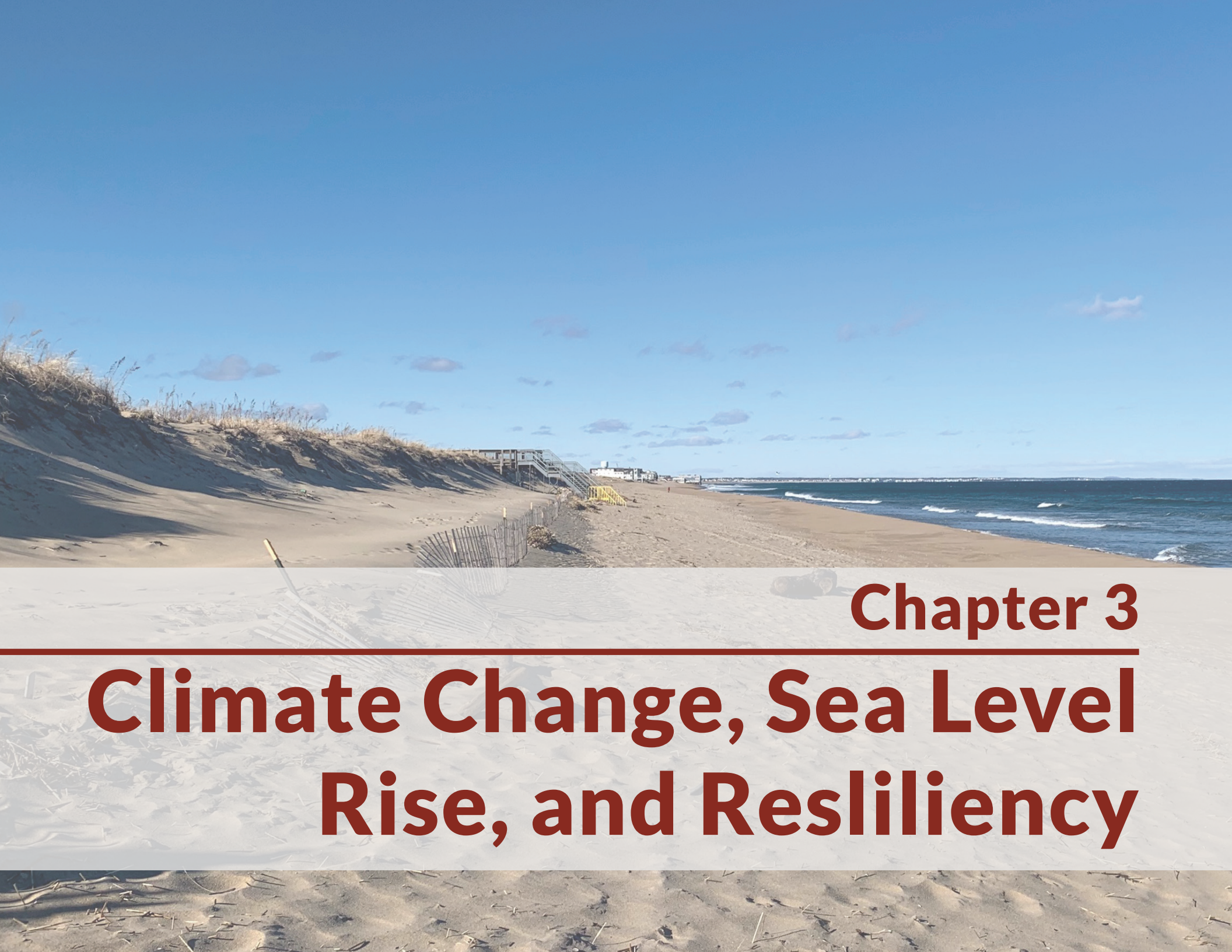
2% of land is zoned for industrial development.

46% of land is currently undevelopable.

79% of land is zoned for residential development.

Zoning Districts by Area





Chapter 3

Climate Change, Sea Level Rise, and Resiliency

Climate Change, Sea Level Rise, and Resiliency

Introduction

Salisbury is exceptionally vulnerable to climate change, flooding, and sea-level rise given its abundance of surface water and wetlands, and its proximity to both the Atlantic coast and Merrimack riverfront. According to the Community Resilience Building Workshop, 27.6 percent of the Town is wetlands and water. The presence of these environmental sensitivities and other land constraints pose significant challenges over the next twenty years. There are four major areas where most development is located - Salisbury Beach, Salisbury Plains, Downtown, and Ring's Island - each vulnerable to a changing climate. Vulnerabilities, particularly in Salisbury Beach and Ring's Island, are expected to worsen. For years, Salisbury has experienced power outages, blocked thoroughfares, droughts, water restrictions, and compromised infrastructure as consequences of extreme weather. Overcoming these issues is urgent as the Town's population grows. Still, staff continues to monitor conditions, enforce environmental compliance, require raising or relocating, and seek out grants. According to the National Oceanic and Atmospheric Administration's (NOAA) National Center for Environmental Information, there have been over six hundred storm events in Salisbury since 1990. Comprehensive planning will help the Town and neighboring communities invest in the future and prepare facilities, infrastructure, ecology, economy, and improve quality of life.

REGIONAL AND STATE PLANNING

Climate change affects everything in a Town, and response requires a collective approach and strategic planning. Salisbury's Regional Planning Agency, the Merrimack Valley Planning Commission (MVPC), completed its Multi-Hazard Mitigation Plan update in 2016. The Plan has a Natural Hazards Risk Assessment for each community, analyzing critical facilities, floodplain management, and repetitive loss. The analysis found about 5,500 buildings in the 100-year floodplain in the fourteen communities, which had a total assessed value of \$2,200,000,000 and the building contents had a value of \$1,600,000,000. The long-term objectives, vision, and implementation plan ensure the region reduces its vulnerability via "pre-disaster investments that reduce demands for post-disaster assistance."¹ In addition to vulnerability preparedness, hazard mitigation, and watershed management, MVPC spearheads initiatives such as *Eight Towns and The Great Marsh* to restore and protect the North Shore's watersheds and coasts.

Governments are key to providing resources, technical assistance, education, and investments for mitigation and resiliency. The Department of Conservation and Recreation (DCR) works with Salisbury officials regarding Salisbury Beach, as does MEMA, MassDOT, FEMA, the MA Office of Coastal Zone Management, the Army Corps

of Engineers, and other regulatory entities. The vast majority of the Town's 3.8 mile beach front is owned by DCR. Therefore, they are dependent on their assistance to forward resiliency efforts. They work together on projects including importing sand but as of late, coordination have proved to be extremely challenging. The state recognizes the need to support coastal communities, undertaking efforts such as the *MA 2050 Decarbonization Road Map*, the *MA Integrated State Hazard Mitigation and Climate Adaptation Plan*, and *Executive Order 569*. Each assesses vulnerability based on hazard types, capability, and adaptability. Salisbury participates in the state's Municipal Vulnerability Preparedness program and takes advantage of available opportunities, e.g., FEMA's Community Rating System (CRS). The implementation plan outlines additional actions to reach climate goals in upcoming years.

Impacts of Climate Change

Salisbury must address climate impacts to remain livable, vibrant, and resilient for year-round residents and for visitors. Forty-three percent of the Town is in the 100-year floodplain, making it susceptible to flood, wind, and winter-related hazards. Past planning has identified flooding, coastal surge, extreme storms, precipitation, and temperature as the top hazards in Salisbury. These hazards pose imminent risks by potentially undermining infrastructure, transporting debris, eroding wetlands, uprooting

¹ Merrimack Valley Planning Commission, *Merrimack Valley Region Multi-Hazard Mitigation Plan Update*, 2016.

plantings, damaging property, and endangering lives. FEMA data states there have been thirty-six disaster declarations in Essex County since the 1970s; they classified 20 events as extreme or severe storms and/or flooding.² FEMA uses NOAA's *Storm Events Database* to inform their National Flood Insurance Program (NFIP). There have been several extreme precipitation storm events in Essex County between 1995 and 2021. These events caused millions in damage, affected health and safety, and disrupted ecosystems and wildlife. Staff and related organizations have secured funding from multiple entities to remediate damages, but the burden is often on the propertyowner and tax-payer. To understand the potential magnitude, Salisbury's 100-year floodplain contains 1,710 buildings with a property value of \$418 million and a content value of \$258 million.³ These figures are 31 percent of all buildings in floodplains in MVPC's region, and 18 percent of building and content values in the region.

"Present-day estimates indicate 40% of Salisbury is vulnerable to coastal inundation – depending on storm severity. That number climbs to 45% in 2070.

- Great Marsh Coastal Adaptation Plan, 2017

² Federal Emergency Management Agency (FEMA), *Disaster Declaration Summaries*, March 2022: <https://www.fema.gov/openfema-data-page/disaster-declarations-summaries-v2>

³ *Town of Salisbury Community Resilience Building Workshop Summary of Findings*, Prepared for the Town of Salisbury by Weston & Sampson, 2019.

Table 3.1. Selected Storm Surge Events 1995-2021, Essex County MA

Storm Event	Number of Events	Funding Damages
Coastal Flood	36	\$ 7,105,000
Winter Weather	48	\$ 250,800
Flash Flood	47	\$ 19,868,000
Flood	88	\$ 20,739,900
Storm Surge/Tide	9	\$ 335,000
Winter Storm	61	\$ -
Ice Storm	1	\$ 2,000,000
Tropical Storm	4	\$ 2,210,000

Source: National Oceanic and Atmospheric Administration (NOAA), *Storm Events Database*, December 2021: <https://www.ncdc.noaa.gov/stormevents/>

SALISBURY BEACH AND THE GREAT MARSH

Salisbury Beach is a barrier beach system comprised of 3.8 miles of coastline, coastal dunes, and salt marsh. Within the barrier beach system is the Salisbury Beach State Reservation. The State Reservation is adjacent to the Merrimack River, entering the Atlantic Ocean at the beach's southern end. The salt marsh borders the beach to the east and the Merrimack to the south. This unique ecosystem is instrumental in protecting the Merrimack River estuary, the marsh habitat, and several threatened and endangered species.⁴ The Great Marsh – a Wildlife Management Area and a designated Important Bird Area - comprises 27 percent of Salisbury's land area. The marsh is not only a precious local resource and

⁴ *Salisbury Beach State Reservation Barrier Beach Management Plan*, Prepared for the Town of Salisbury by the Massachusetts Executive Office of Energy and Environmental Affairs Department of Conservation and Recreation, 2008.

habitat, but it assists with erosion by absorbing wave heights and energy. Salisbury Beach is one of the most densely-developed areas in Town and one of the most popular destinations on the North Shore, attracting over one million visitors each year.⁵ Simultaneously, the beach and the salt marsh face the brunt of extreme weather and sea-level rise, sustaining repeated erosion and damage to physical structures and natural resources along its shoreline (concentrated in the highly developed beach center and surrounding area). Sand erosion, transport, and accretion are ongoing as daily wind, waves, and currents move sand and other materials along the shore or out to sea.⁶ The shorelines also change seasonally, building up gradually during the summer and being eroded dramatically during the winter by storm waves. Many dunes and marshes have either been destroyed, washed away, or migrated inland due to sea-level rise. The salt marsh is especially sensitive as the majority would become inundated under just one foot of sea-level rise. Incoming development has intensified issues by further damaging existing natural spaces, increasing impervious surfaces, and decreasing possibilities for sacrificial floodways. Given these realities and that the beach is the first line of defense in a natural disaster, the Town understands the urgency to implement mitigation strategies related to dune and marsh nourishment, an updated beach management plan, limiting development, floodproofing, and resilient infrastructure installations. The Town, the Salisbury Beach Betterment Association, and the Salisbury subcommittee of the Merrimack River Beach Alliance work on projects such as importing sand,

⁵ Massachusetts Department of Conservation and Recreation (DCR), *Salisbury Beach State Reservation Barrier Beach Management Plan*, September 2008.

⁶ *Great Marsh Coastal Adaptation Plan*, Prepared for the Ipswich River Watershed Association, 2017.

constructing sand fencing, and installing biodegradable tubing for dune replenishment to combat climate impacts. Strategies proposed for the Great Marsh include: property owner education regarding freeboard and building retrofits, elevating utilities, and breakaway walls to prevent structure damage; creating a municipal freeboard incentive and state freeboard regulations; establishing a conservancy district; restoring more natural tidal exchange through culvert improvements; improving resilience by mapping and maintaining blocked ditches; and considering rolling easements to facilitate planned retreat.

INLAND AREAS AND REPETITIVE LOSS

Salisbury is in the Merrimack River watershed (53 percent) and the North Coastal watershed (47 percent), making it susceptible to river and coastal flooding. Residences, businesses, and transportation routes periodically face inland tidally-influenced flooding. The Great Marsh Coastal Adaptation Plan assessed crossings, dams, and shoreline structures in Salisbury for their degree of vulnerability. The assessment included 20 non-tidal road-stream crossings, 15 tidal road-stream crossings, no dams, and 7 public shoreline stabilization structures; one non-tidal

road-stream crossing and ten tidal road-stream crossings that were highly vulnerable to the impacts of sea-level rise, coastal storms, and inland flooding. Areas of heightened concern according to the MVPC's Hazard Mitigation Plan Update, the CRB Workshop, and interviews with local stakeholders are properties and roadways near:

- Blackwater River;
- Smallpox Brook;
- Jak-Len Drive;
- Route 1A (Beach Road);
- U.S. Route 1 at the Town Creek and at March Road and 1st Street;
- North End Boulevard;
- Ferry Road; and
- Ring's Island.

Flood events are categorized as 10-, 50-, 100-, or 500-year floods. In a given year, they have likelihoods of 10-, 2-, 1-, and 0.2-percent, respectively. Forty-four percent of Salisbury lies within the 1 percent (100-year) or 0.2 percent (500-year) flood zone.⁷ Most of the Town's 100-year and 500-year flood zones are near water bodies, and many have a flooding frequency exceeding that of the expected 100-year flood event. FEMA's Flood Insurance Rate Maps (FIRM) determine areas most at-risk of flooding and areas most likely to experience repetitive loss. The infographic summarizes total losses, including buildings, in Salisbury's FIRM Special Flood Hazard Areas (SFHA). FEMA updated Salisbury's FIRM maps in 2009 and 2012; they have also completed twenty-four amend-



Figure 3.1
Sand dune erosion along Salisbury Beach

⁷ *Great Marsh Coastal Adaptation Plan*, Prepared for the Ipswich River Watershed Association, 2017.

ments and four revisions since 2012.⁸ Salisbury's Community Information System (CIS) - operated by FEMA - also confirms the Town has:

- 974 National Flood Insurance Policies in Force;
- \$237,963,800 in Insurance in Force;
- 413 Paid Losses;
- \$6,652,621 Total Paid Losses; and
- 34 Damage Claims Since 1978.

Figure 3.2

Flooding at the Hunt Memorial Beach Parking Lot



⁸ Federal Emergency Management Agency (FEMA), *FEMA Flood Map Service Center, "Salisbury, MA,"* 2022: <https://msc.fema.gov/portal/search?AddressQuery=salisbury%20ma#searchresultsanchor>

Projections

This section outlines projections using data from NOAA and the *Resilient MA Climate Clearinghouse* – the Commonwealth's source of climate data. This data can help Salisbury build out reconnaissance and response, minimize risk, reduce life and property loss, and promote sensible development. Infrastructure and facilities are costly to repair, maintain, and fortify when facing repetitive and mounting storm intensity; external factors such as rising costs of materials and labor exacerbate this. Additionally, public safety officials will be unable to respond to people in crisis if risks go unmitigated. Emergency response that can meet the challenge requires alternative transportation and evacuation, a strong communication network, reliable power and backup power, sophisticated evacuation equipment, and accessible shelters that can support an influx.

"Critical facilities, public-utilities, underground storage tanks, 19 road miles, and a transportation hub are located in Salisbury's 2070 Hazard Zone."

- Community Resilience Building Workshop, 2019

SEA LEVEL RISE

Map 3.1 highlights NOAA projections for one foot to ten feet of sea-level rise. The majority of the Town is at risk of complete inundation. Although it will take several years to reach the ten-foot level, there is a 45 percent likelihood that a five-foot flood event will occur by 2030 and up to a 100

percent likelihood by 2050.⁹ NOAA offers projected sea-level rise scenarios – extreme, fast rise, medium, and slow rise. In each, at least .6 feet has already occurred by 2020. In an extreme scenario, Salisbury will see a rise of 2.8 feet by 2040 and 5.1 feet by 2060. This scenario would result in complete inundation of Beach Road and Old County Road. In a fast rise scenario, there will be a rise of 2 feet by 2040 and 3.2 feet by 2060. In a medium scenario, projections are 1.4 feet by 2040 and 2.3 feet by 2060. A slow rise scenario projects a rise of .9 feet by 2040 and 1.3 feet by 2060. The difference between slow rise (lowest) and extreme (highest) scenarios becomes more blatant the longer the timeline. By 2200, NOAA predicts a difference between localized projections up to 34.1 feet.¹⁰ Salisbury's population is one of the most at-risk in Essex County - 1,951 people live below 5 feet, and of that number, 1,644 are considered highly socially vulnerable. **Table 3.2** outlines vulnerable populations by race and level of sea rise.

⁹ National Oceanic and Atmospheric Administration (NOAA) and Climate Central, *Surging Seas: Risk Zone Map, "01952 Stats,"* April 2022: https://ss2.climatecentral.org/#12/40.7298/-74.0070?show=satellite&projections=0-K14_RCP85-SLR&level=5&unit=feet&pois=hide

¹⁰ National Oceanic and Atmospheric Administration (NOAA) and Climate Central, *Surging Seas: Risk Finder, "01952, Massachusetts, USA"* April 2022: https://riskfinder.climatecentral.org/postal-code/01952.ma.us?-comparisonType=postal-code&forecastName=Basic&forecastType=NOAA2017_intlo_p50&impact=Population_highSV&level=5&unit=ft

Map 3.1. Town of Salisbury
Sea Level Rise

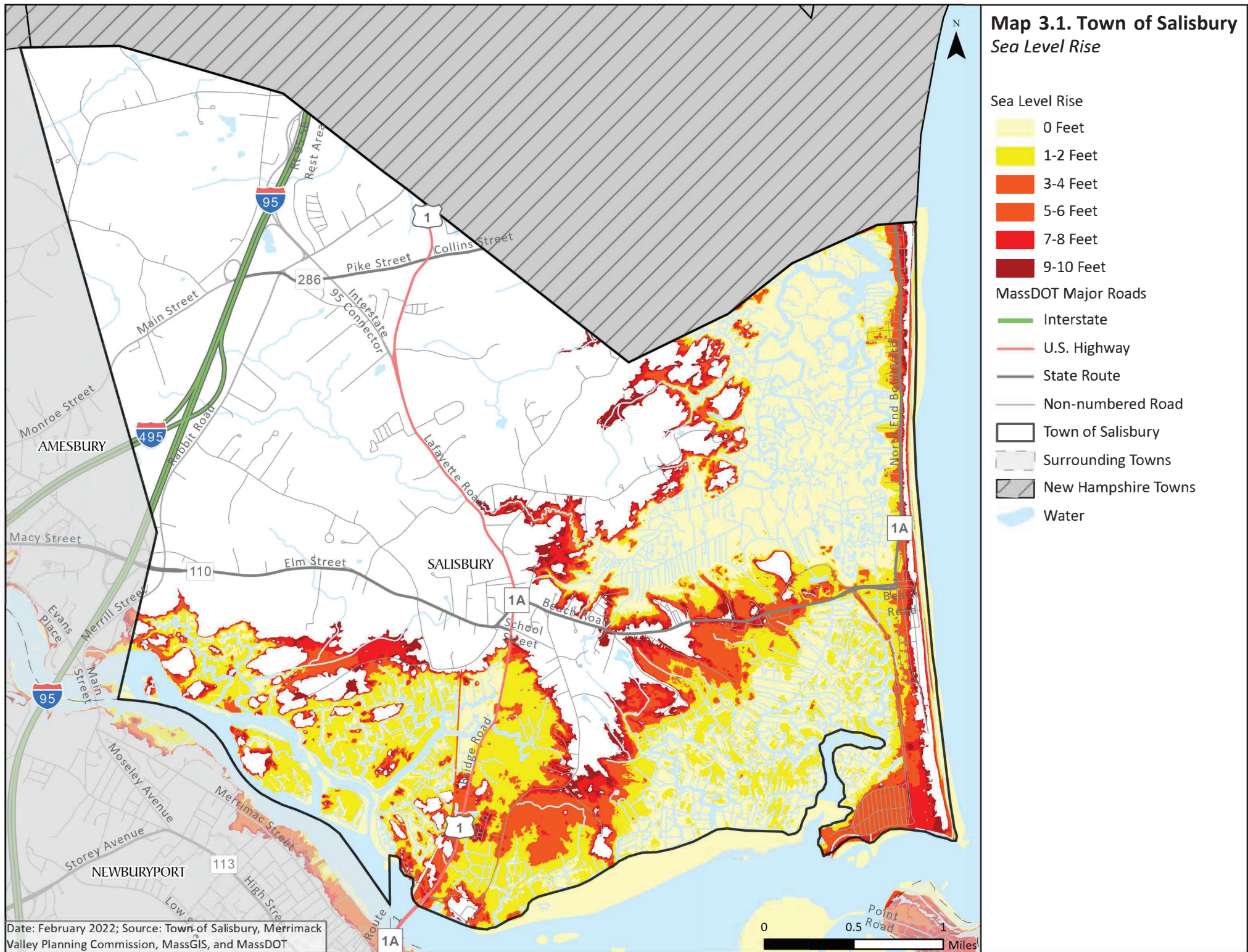


Table 3.2. Population Below 5 ft Sea Level Rise and Coastal Flood Exposure on Land Below 1-10 Feet, Salisbury MA

	< 1 ft	< 2 ft	< 3 ft	< 4 ft	< 5 ft	< 6 ft	< 7 ft	< 8 ft	< 9 ft	< 10 ft
Caucasian	443	873	1,272	1,616	1,921	2,154	2,371	2,602	2,834	3,042
African-American	5	10	15	19	23	25	27	29	31	33
Asian	4	7	11	15	18	20	22	24	26	28
Hispanic	9	18	26	32	38	42	46	50	52	55
Native American	4	7	10	12	15	17	18	20	21	22

Source: National Oceanic and Atmospheric Administration (NOAA), Surging Seas Risk Finder, April 2014: <https://riskfinder.climatecentral.org/postal-code/01952.ma.us>

Figure 3.3

Exposed residences along the Salisbury Beach Coast



TEMPERATURE

The *MA Climate Change Projections Guidebook* reports annual Northeast temperatures have risen by 2°F and winter temperatures have risen by 1.3°F since 1970.¹¹ Average temperatures in the Merrimack Basin could increase by 3.0°F to 6.4°F by mid-century and by 3.9°F to 10.9°F by the end of the century. The number of extremely hot days, or days with temperatures above 100°F, will also increase by up to five by 2050 and by up to twenty-two by 2100.¹² In Massachusetts, a heatwave is three or more consecutive days above 90°F.

By 2097, the region could face more than two times as many days exceeding 90°F compared to 2020 and three times as many compared to 2005.¹³ Even small increases can majorly disrupt

¹² *Town of Salisbury Community Resilience Building Workshop Summary of Findings*, Prepared for the Town of Salisbury by Weston & Sampson, 2019.

¹³ Massachusetts Executive Office of Energy and Environmental Affairs, *Resilient MA Climate Data Grapher*, “Annual Days with Maximum Temperature Above 90°F,” 2022: <https://resilientma.org/datagrapher/?c=Temp/basin/tx90/ANN/Merrimack/>

¹¹ Massachusetts Executive Office of Energy and Environmental Affairs, *Resilient MA Climate Change Clearinghouse for the Commonwealth: “Rising Temperatures,”* 2021: <https://resilientma.org/changes/rising-temperatures>

climates, especially precipitation and evaporation patterns. It reduces snowpack and catalyzes earlier snowmelt and spring peak flows, causing even earlier precipitation, disrupting aquifer replenishment, lowering spring water flows for aquatic ecosystems, and extending warming. Tracking temperature is also critical for monitoring air quality, diseases, and health implications for the vulnerable, i.e., children and the elderly. Other adverse impacts include rising energy costs and more droughts, brushfires, and wildfires. The “Snapshot” section shows observed and projected days below 0°F and above 100°F in the Merrimack Basin.

PRECIPITATION

Average Northeast precipitation has increased by 10 percent over the last fifty years, representing the most dramatic increase among U.S. regions. Another analysis by the MA Water Resources Authority (MWRA) verified the most recent 30-year normal precipitation was the highest in Massachusetts since record collection began (except in the Cape Cod region).¹⁴ MVPCC’s Hazard Mitigation Plan corroborates these findings, verifying the region will see more winter rain that will cause more high-flow and winter flooding, earlier spring peak flows, and extended low-flow periods in summer. Greater winter and spring precipitation will affect Salisbury’s water resources, worsening inland and coastal flooding, stormwater and wastewater overflow, and stress on groundwater. The Northeast Climate Adaptation Climate Center (NECAC) is a Climate Adaptation Science Center managed by the U.S. Geological Survey and a partner of the MA EEA. NECAC projections found precipitation in the basin could

¹⁴ Massachusetts Executive Office of Energy and Environmental Affairs (EEA), *Resilient MA Climate Change Clearinghouse for the Commonwealth, “Changes in Precipitation,”* 2021.

increase up to 5.7 inches between 2000 and 2070, with a 5.44-inch increase in winter precipitation and a 3.47 increase in spring precipitation.¹⁵ If unmitigated, these radical increases in stormwater will overburden existing systems and infrastructure, reduce aquifer replenishment, damage vegetation, and stress habitats and species. The “Snapshot” section summarizes observed and projected precipitation changes in the Merrimack Basin between 1960 and 2070.

Resiliency

A resilient community is one that can recover from and adapt to climate change and its far-reaching effects. Salisbury faces mounting pressure to bolster its resiliency strategies in response to extreme weather, storm surge, and sea-level rise. In addition to local planning, the Town works with FEMA and is a member of the National Flood Insurance Program’s (NFIP) Community Rating System (CRS). Salisbury receives discounted insurance premiums as a CRS member in exchange for floodplain management exceeding FEMA’s minimum requirements. The program reduces flood damage to insurable property while improving comprehensive floodplain management.¹⁶ The Town has already begun assessing its capabilities and developing informed responses as an MVP program participant. Staff, volunteers, and related groups have undertaken projects ranging from importing sand, raising properties and roads, relocating sites, fortifying seawalls, installing floodgates, and other “hard” engineering. The MVP program recently award-

ed Salisbury a \$157,500 Action Grant titled “Resilient Ring’s Island.” The project will raise Ring’s Island’s access and egress roads and improve tidal flushing by replacing culverts at 1st Street/ March Road and Ferry Road.¹⁷ However, more work is required to ensure Salisbury is equipped for the future, including an update of the 2008 Salisbury Beach Management Plan. Based upon the community survey administered as part of this master plan process (see Appendix), there is widespread support for focusing planning efforts on protecting the beachfront and addressing threats from erosion; at minimum, a long-term Strategic Plan for beach resiliency is a necessity, with a focus on erosion mitigation, dune renourishment and restoration, preventative measures such as sand fencing and geotubes, and disaster preparedness and recovery. The 2008 Beach Management Plan update would then incorporate the Strategic Plan, fostering an open, inclusive, and comprehensive engagement process. Working closely with state agencies on protection will allow for proactive protection and prevent reactive action that would affect property owners to varying degrees. According to the CRB workshop, the following are the highest priorities to improve resilience:

- protecting roads as municipal investments and as access/evacuation routes;
- protecting the beachfront by maintaining and creating dunes, seawalls, diversifying plant species, retreat, elevation, and reducing impervious surfaces;

- adding tide gates and other protection measures in flood-prone areas;
- preparing existing shelters and emergency transportation;
- improving disaster prevention, management, and training; protecting the marsh by eliminating restrictions and promoting buffering;
- protecting critical facilities and services including municipal buildings and public safety;
- protecting the public coastline via beach nourishment; and
- protecting aquifers and current water sources that feed the public water supply.

¹⁵ Projections are based on NECAC’s median model scenario.

¹⁶ The Federal Emergency Management Agency (FEMA), “Community Rating System,” November 16, 2021: <https://www.fema.gov/floodplain-management/community-rating-system>

¹⁷ Massachusetts Executive Office of Energy and Environmental Affairs, *Massachusetts Executive Office of Energy and Environmental Affairs beta Climate Grant Viewer*, “Municipal Vulnerability Preparedness (MVP) Grant Programs,” 2022: <https://mass-eoea.maps.arcgis.com/apps/MapSeries/index.html?appid=ec4964fe203d41219b2e74170c0dc96c>

Goals and Strategies

The following goals and underlying strategies are based upon the issues and opportunities described in this chapter's analysis of existing conditions. Chapter 7 compiles all of the goals and strategies of this Master Plan and provides a framework for their implementation.

GOAL CC-1

Improve environmental and economic resiliency to address climate vulnerability. Salisbury is a coastal community with many wetlands, leaving the town vulnerable to the sea level rise and extreme weather brought about by climate change. Planning will help the Town protect its physical environment and the livelihoods of its residents.

- **CC-1.1.** Evaluate opportunities to improve public safety protection and response, especially on Ferry Road, Beach Road, and North End Boulevard, where traffic is isolated until the tide recedes, and address related needs for equipment, facilities, and partnerships to strengthen Salisbury's preparedness for climate change.
- **CC-1.2.** Engage a consultant or the regional planning agency to prepare a Climate Action and Resilience Plan (CARP) through the Municipal Vulnerability Preparedness (MVP) Action Grant Program.
- **CC-1.3.** Pursue wind, solar, and other forms of green energy in suitable locations across Salisbury's build environment, including the industrial park.

GOAL CC-2

Protect biodiversity and critical habitats through land use regulation and public education. Salisbury's natural environment is one of its greatest resources. Protecting areas like the beach and the Great Marsh will help humans and wildlife to continue to thrive here.

- **CC-2.1.** Update and amend the Town's Stormwater Management Plan to evaluate Salisbury's drainage systems and to identify needs for inspections/testing at outfalls.
- **CC-2.2.** Utilize new federal and state funding resources to invest in infrastructure that addresses sea level rise and erosion simultaneously, such as more sand fencing, geotubes, tide gates, berms, dune restoration, and culvert improvements.

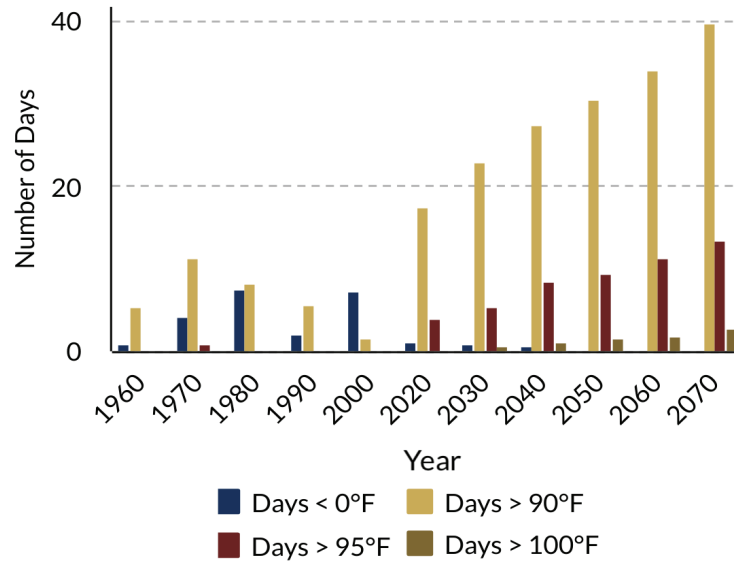
GOAL CC-3

Build capacity to provide local leadership and advocacy at the state and federal levels, particularly concerning Salisbury Beach. To face the challenges of climate change, Salisbury will need both strong local leadership and good working relationships with relevant state and federal agencies.

- **CC-3.1.** Continue evaluate challenges to remaining in FEMA's Community Rating System program.
- **CC-3.2.** Strengthen communication and education of local officials about the Green Communities Grant Program. Work with the regional representative to take better advantage of available funding and technical assistance opportunities.
- **CC-3.3.** Mobilize staff and local support to work with the Merrimack River Beach Alliance and Mass. DCR to pursue a Beach Management Plan update that includes a beach nourishment schedule that aligns with existing efforts and utilizes resources in the Salisbury Beach Fund.

Climate Change Snapshot

Temperatures 1960-2070



Repetitive Loss Summary

FEMA ZONES:

AE, A1-30, AO, AH, A

RL BUILDINGS TOTAL: 52

INSURED BUILDINGS: 8

LOSSES: 91

INSURED LOSSES: 12

RL PAYMENTS: \$1,556,668

RL INSURED PAYMENTS: \$257,469

FEMA ZONES:

VE, VI-30, V B, C, X

RL BUILDINGS TOTAL: 14

INSURED BUILDINGS: 0

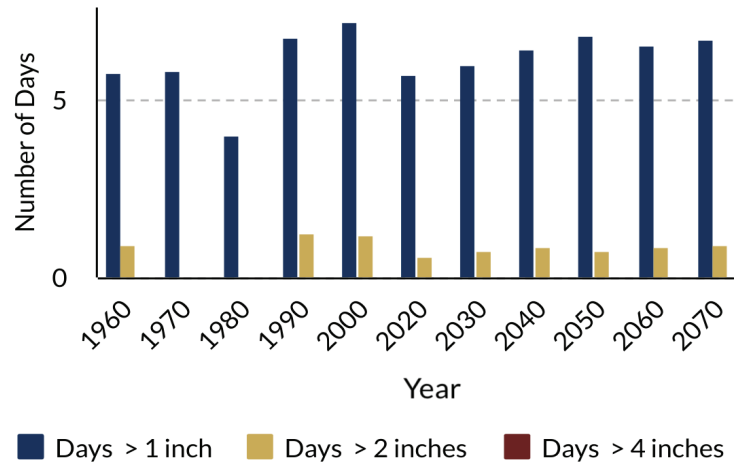
LOSSES: 28

INSURED LOSSES: 0

RL PAYMENTS: \$1,513,555

RL INSURED PAYMENTS: \$0

Precipitation 1960-2070



FEMA ZONES:

B, C, X

RL BUILDINGS TOTAL: 25

INSURED BUILDINGS: 5

LOSSES: 37

INSURED LOSSES: 5

RL PAYMENTS: \$950,906

RL INSURED PAYMENTS: \$234,669

TOTAL

RL BUILDINGS TOTAL: 91

INSURED BUILDINGS: 13

LOSSES: 156

INSURED LOSSES: 17

RL PAYMENTS: \$4,021,129

RL INSURED PAYMENTS: \$492,139



Chapter 4

Economic Development

Chapter 4

Economic Development

Economic Profile

COMMERCIAL LAND USE

The economics of Salisbury are greatly influenced by its surroundings: To the south and west, the Merrimack Valley and North Shore regions are vital sources of labor and tourism. This is especially the case with the Town's immediate neighbors Newburyport and Amesbury. Interstates 95 and 495 allow hundreds of Salisbury residents access further south to the all-important Boston labor market. Salisbury's economic fortunes are greatly influenced by the state of New Hampshire to the north, due to its lack of taxes on sales, wages, or salaries and, in the case of neighboring Seabrook, a similar dependence on seasonal tourism and point-of-purchase businesses. Finally, the Town's economy relies greatly on Salisbury Beach. Located on the Atlantic Ocean to the east, the Town's five miles of sandy beaches drive a major tourism and vacation industry that draws thousands of visitors every year.

Salisbury's placement along major highways creates a great potential for further economic development. The inland area of Salisbury is largely zoned for residential purposes and provides for much of the overall property tax revenue for the Town. However, areas along major roads are zoned for commercial use, while 200 acres of the area south of Route 286 and east of Route 95 are zoned for light industrial usage.

The non-residential zoning districts of Salisbury (where most businesses are located) roughly crisscross the town in the shape of an "X": the Route 110 corridor extends west to Amesbury, the Lafayette-Main corridor from Route 95 and the New Hampshire border down towards the Village Center District in the middle of the Town, the Bridge Road/Route 1 corridor south towards Newburyport and Beach Road/Route 1A east towards the Beach Commercial district.

The recent expansion of sewer infrastructure in Salisbury means more space is opening for economic development in parts of Town once closed off to it by the need for septic tanks. This is especially the case in the Lafayette/Main Corridor, a priority target area for commercial redevelopment.

TAX BASE

Underpinning Salisbury's tax base is a single tax rate for residential and commercial properties. Soon that rate will sit at 11.14 percent, the lowest in nearly a decade. About 80 percent of Salisbury's land is zoned for residential usage, while 66 percent of all developed land is residential. This makes residential property values incredibly important for Salisbury's fiscal health, especially as property values have risen across the board both in Salisbury and in its neighboring communities of Amesbury and Newburyport. While some values briefly dipped at certain points over the past five years, the long-term trend is towards growth.

Personal property values in Salisbury have risen especially steeply between 2018 and 2022, while Salisbury's single family tax bill has remained small compared to Amesbury and Newburyport.¹ Much of the commercial component of Salisbury's tax base is made up of businesses related either to construction, retail, manufacturing, or (directly or indirectly) seasonal tourism.

PROMINENT INDUSTRIES

In 2020, Salisbury's four largest industries were construction, goods manufacturing, retail, and hospitality services, which combined made up a majority of jobs in Salisbury. Combining the total wages of the latter two industries and those of the "arts, entertainment, and recreation" industry – all sectors likely associated with Salisbury's beachfront tourist activity – produces approximate numbers for a "beachfront sector." This sector's total wages were \$30,600,543 in 2020, down from \$38,166,879 in 2019. However, this sum is still less than half of the wages produced by the construction industry (see [Table 4.1](#)).

Seasonal tourism. Since Salisbury's economy is driven in large part by tourism hospitality services, it is especially vulnerable to exterior events. Leisure spending is severely impacted by economic crises as evidenced by job losses the town suffered during the market crashes of 2008 and 2020. However, Salisbury's job market has largely recovered to its pre-pandemic strength,

¹Massachusetts' Division of Local Services (DLS), 2022.

with total wages in the second quarter of 2021 (the most recently available ES202 data) exceeding the totals of that same point in 2019.²

Of the twenty-five largest employers in Salisbury, eleven are based in either the hospitality or recreation industries. These eleven employers account for the plurality of the largest employers in Salisbury, which indicates the significant role that point-of-purchase businesses in general and the beachfront trade in particular play in Salisbury's economy.

Construction. Salisbury's largest industry is also the one that best weathered the 2020 worldwide economic downturn: construction. While the COVID-19 pandemic had a detrimental impact on the point-of-contact businesses that make up much of Salisbury's economy, construction consistently grew. While certain types of construction work are beholden to favorable weather conditions (roadwork, for example), different types can be undertaken year-round. Therefore, construction in general is not considered seasonal labor. While COVID-19 negatively impacted Salisbury's tourism-related professions in 2020, the newfound significance of remote work was providing a lifeline for the town's construction industry. Local stakeholders reported that spare rooms and underutilized garages being converted into home offices and studies drove significant home renovation activity post-2020. The growth of the construction industry can also be attributed to the growing need for repairs stemming from weather disasters related to the climate crisis.³

² This data is known as "Employment and Wage (ES-202)" and is compiled by the Massachusetts Department of Unemployment Assistance (MA DUA).

³ Baker, Kermit. 2021. "Despite devastating effects on the broader economy, pandemic has been a boon for US home improvement." <https://www.jchs.harvard.edu/blog/despite-devastating-effects-broader-economy-pandemic-has-been-boon-us-home-improvement>

Table 4.1. Key Local Industries by the Numbers in 2020 (vs. 2019)

Industry	Establishments	Total Wages	Average Monthly Employment	Average Weekly Wages
Construction	48 (-4)	\$85,776,298 (+\$15,463,768)	852 (+121)	\$1,936 (+\$86)
Manufacturing	12 (-2)	\$20,158,660 (-\$1,557,099)	386 (-91)	\$2,643 (+\$1,768)
Retail	42 (-1)	\$15,149,822 (-\$1,280,758)	332 (-49)	\$878 (+\$49)
Hospitality Services	49 (-2)	\$12,668,503 (-\$4,638,591)	518 (+197)	\$470 (+\$5)

Source: Massachusetts Division of Unemployment Assistance

Manufacturing. Salisbury's only industrial zone is located on Rabbit Road in the northwest and is home to many businesses dedicated to the manufacturing of durable and non-durable goods, including Andover Healthcare Inc., a manufacturer of bandages and related medical goods that is the largest employer in Salisbury.⁴ Other businesses in this area focus on the manufacturing of sheet metal for HVAC systems, shipping containers, and rigging services.

Employment Base

A community's employment base includes its wage and salary jobs. Unlike labor force metrics, which pertain to the community's working-age residents, employment base metrics describe the kinds of employers that provide jobs in the community. According to the Massachusetts Executive Office of Labor and Workforce Development (EOLWD), Salisbury had approximately 365 employer establishments with a combined average monthly employment of 3,208 people in 2020. This was a drop off from 2019 figures that

showed an estimated 369 employer establishments that hired an estimated 3,675 people.

EMPLOYMENT AND WAGES

Of these businesses, construction offers the largest average weekly wage: \$1,936, in 2020, up from \$1,850 in 2019. While the annual wages of all these industries increased as the COVID-19 pandemic took root, construction saw the largest increase. The real estate industry has also continued to grow throughout the pandemic years: from a total wage of \$1,313,492 in 2010 to \$5,190,157 in 2019, before increasing to \$5,228,611 in 2020.

The wages for the professions most associated with the tourist trade (hospitality services, recreation, hospitality, etc.) are relatively low. For example: in 2020, a person working in a hospitality services profession could expect to take home \$470 a week (an increase of only \$5 from 2019). Contrast that with the average weekly wage of a Salisbury construction worker, where the industry boom is reflected in the rise from a weekly wage of \$1,850 in 2019 to \$1,936 in 2020.⁵

⁴ MA DUA, 2022.

⁵ MA DUA, 2022.

JOURNEY TO WORK:
WHO IS WORKING IN SALISBURY?

The discussion of relative industry and wage strength is incomplete without examining where those who work in Salisbury are coming from. “Journey to work” data (see [Maps 4.1](#) and [4.2](#)) shows the place of origin for commuters. This data can show how easy it is for Salisbury residents to find employment in Salisbury, from where Salisbury is drawing the most labor, and where the most significant labor imbalances are.

As shown on [Map 4.2](#), Newburyport and Amesbury are among the top five labor sources for the Town. This due to both their comparatively high populations and direct proximity to Salisbury. The number of Salisbury residents working in Amesbury and the number of Amesbury residents working in Salisbury is similar (an estimated 290 to 245, respectively). However, the largest outside contributor to Salisbury’s labor force is Haverhill; an estimated 8 percent of those working Salisbury commute from Haverhill, a more proximate urban center with seven times the population of Salisbury, so it can easily provide labor power for the Town. Meanwhile, while many Salisbury residents commute to Boston, the city does not provide labor to Salisbury. This is because those Bostonians working the industries that are heavyweights in Salisbury – construction, hospitality services, etc. – are more likely to find jobs in those industries closer to the city.

Labor Force

In contrast to a community’s employment base, its labor force includes all civilian residents over the age of 16 who are either currently employed or are actively seeking employment. In 2020, according to the Department of Unemployment Assistance, Salisbury had approximately a labor

Table 4.2. 2020 Labor Force and Unemployment Data Across Settings (Not Seasonally Adjusted)

Geography	Labor Force	Employed	Unemployed	Unemployment Rate
SALISBURY	5,705	5,208	497	8.7%
Essex County	414,660	374,075	40,585	9.8%
Massachusetts	3,658,300	3,334,100	324,200	8.9%

Sources: Department of Unemployment Assistance, Economic Research Department and Barrett Planning Group LLC.

force of 5,705 and an unemployment rate of 8.7 percent. (See [Table 4.2](#).) This was below state and county averages, even with the negative impact of the worldwide economic downturn that year.

EDUCATIONAL ATTAINMENT

A worker’s level of formal education is often a good indicator of how much they can earn in wages. Salisbury is relatively well-positioned in this regard: it slightly outdoes both Essex County and Massachusetts in terms of those who received a four-year degree (26 percent) and has a lower proportion of residents who have below a high school-level education. It is only in the attainment of post-bachelor’s degrees where Salisbury slips beneath the state and county averages (12 percent, compared to over 20 percent state-wide).⁶

JOURNEY TO WORK:
WHERE DO SALISBURY RESIDENTS WORK?

Just as studying who is coming to Salisbury to work can measure its most powerful industries, studying the destination of workers living in Salisbury can help measure both where the most

attractive professions exist in Salisbury’s orbit and what industries do not have a strong foothold in the Town.

The largest destinations for Salisbury residents are the neighboring towns of Newburyport (where an estimated 11.7 percent of employed Salisbury residents work) and Amesbury (6.7 percent), followed by Boston (also 6.7 percent). These communities are all larger than Salisbury in population and economy, meaning that more, better-paying jobs are more likely to be found in Newburyport, Amesbury, and Boston.

Labor Force & Employment Base Relationship

According to [Map 4.1](#), which is based on the most recent available “journey to work” data from the 2011-2015 American Community Survey, an estimated 835 out of approximately 4,360 working Salisbury residents are employed in Salisbury.⁷ The latest American Community Survey five-year estimate reveals similar findings: an estimated 1,054 out of 4,939 working Salisbury residents.⁸

⁶ American Community Survey (ACS) 2016-2020 5-Year Estimate, Table B15003.

⁷ ACS 2011-2015 5-Year Estimates.

⁸ ACS 2016-2020 5-Year Estimate, Table B08009.

At just over 20 percent, this is by far the largest destination for resident workers (see “Economic Development Snapshot”). Given the gap in time between the two statistical samplings, this shows consistency on the part of Salisbury’s labor force and employment base.

JOBS TO RESIDENT WORKERS RATIO

Salisbury is an overall net exporter of labor: more people commute from Salisbury to work (4,360) than the inverse (3,130). By calculating the ratio of local jobs to resident workers, it is possible to identify which industries are attracting those commuters and which are not. When an industry’s ratio is above 1.0, that sector is a net importer and is generally quite strong, while a ratio beneath 1.0 indicates the opposite. **Table 4.3** shows that some of the major industries discussed in the previous section are importers, with construction and accommodation/food services showing considerable strength.

DAYTIME POPULATION

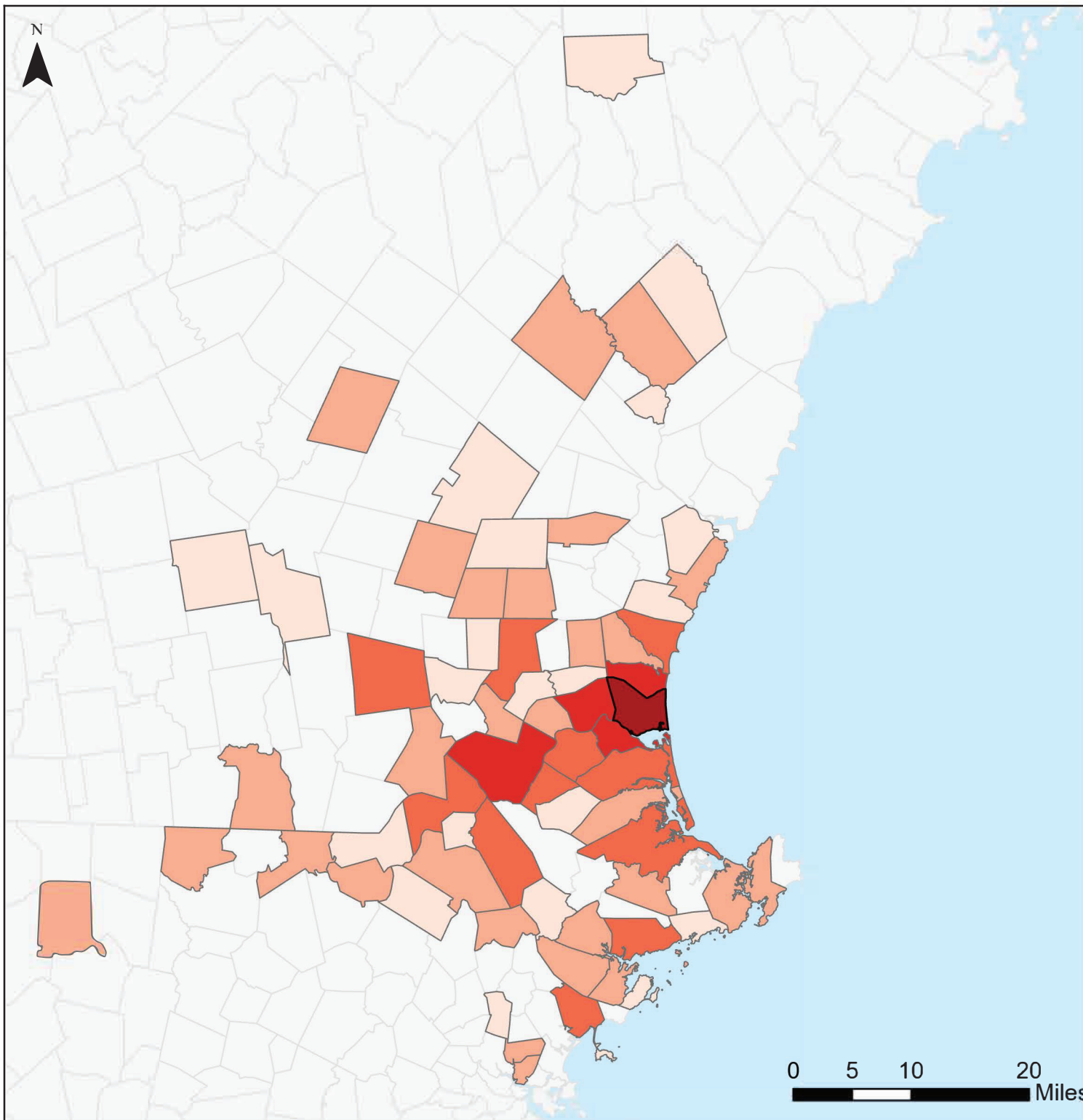
Another way to measure the importance of Salisbury’s seasonal professions is by measuring its “daytime population,” the total number of people who spend their day in Salisbury regardless of permanent residence. Daytime population is determined by taking the Town’s total population *plus* non-residents who work at or patronize Salisbury businesses, *minus* Salisbury residents who commute elsewhere for work. **Table 4.4** compares Salisbury to the three communities that border it (Amesbury, Newburyport, and Seabrook, NH). While Salisbury’s daytime population is low, Salisbury’s 1.241 ratio is still well above the 1.000 mark, meaning it is consistently drawing economic traffic to the beach and its related industries.

Table 4.3. Jobs to Resident Workers

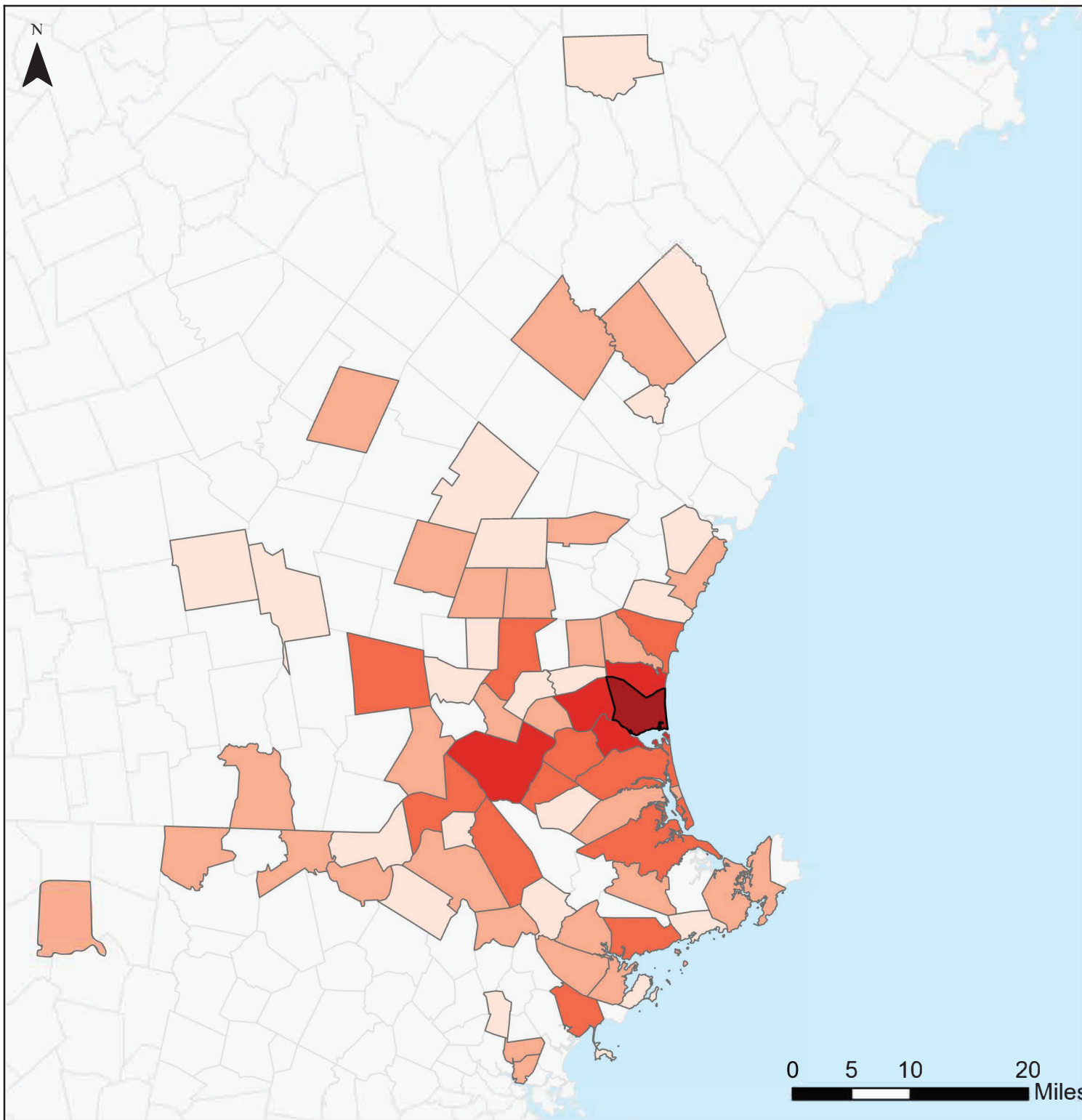
Industries	Number of Local Jobs	Number of Residents Working in Industry	Difference	Ratio
Construction	731	343	(388)	2.131
Accommodation and Food Services	715	347	(368)	2.061
Transportation and Warehousing	96	51	(45)	1.882
Real Estate and Rental and Leasing	111	83	(28)	1.337
Manufacturing	477	418	(59)	1.141
Retail Trade	381	442	61	0.862
Educational Services	300	367	67	0.817
Other Services, Except Public Administration	143	195	52	0.733
Arts, Entertainment, and Recreation	201	325	124	0.618
Wholesale Trade	71	172	101	0.413
Information	44	119	75	0.370
Professional and Technical Services	79	317	238	0.249
Health Care and Social Assistance	217	927	710	0.234
Administrative and Waste Services	87	397	310	0.219
Finance and Insurance	18	241	223	0.075
Agriculture, Forestry, Fishing and Hunting	18	25	-	-
Management of Companies and Enterprises	-	-	-	-
Mining, Quarrying, and Oil and Gas Extraction	-	-	-	-
Public Administration	-	250	-	-
Utilities	-	57	-	-
Total	3,675	5,076	1401	0.724

Source: ACS 2020 5yr estimates, Table C24030: Sex of Workers over 16 (total number)

“-” indicates the inability to verify the amount of jobs and/or workers of a certain industry due to their small size



Date: May 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, MassDOT, and American Community Survey 2011-2015 5-Year Estimates

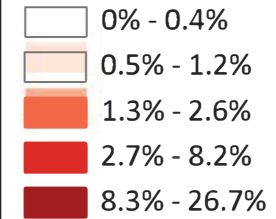


Map 4.2. Town of Salisbury

Journey to Work

Where Salisbury workers live

Labor source by percentage



Date: May 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, MassDOT, and American Community Survey 2011-2015 5-Year Estimates

Table 4.4. Daytime to Total Population

Geography	Daytime Pop	Total Pop	Ratio
SALISBURY	11,744	9,465	1.241
Amesbury	20,728	17,474	1.186
Newburyport	28,373	18,197	1.559
Seabrook, NH	13,203	8,843	1.493

Source: ACS 5yr 2016-20, Tables B01003, B08604, B08009

THE ROLES OF SEABROOK & NEW HAMPSHIRE

Only one town from neighboring New Hampshire appears on both [Maps 4.1](#) and [4.2](#): Seabrook. This shows how entwined the towns' economies are. Approximately 113 Salisbury residents work in Seabrook and approximately 159 Seabrook residents work in Salisbury; a roughly equal exchange. This may have to do with the similarities between the two towns in terms of economics and populations. Both towns are reliant on similar industries, especially the seasonal ones, and their immediate proximity to one another allow for these similar localities to feed into one another's economic ecosystems. The financial balance, however, is a running concern to Salisbury residents: community engagement efforts for this plan revealed a common concern that New Hampshire's lack of sales and income taxes allows Seabrook to outcompete Salisbury in attracting retail businesses.

Other Economic Issues

ECONOMIC DIVERSIFICATION

The fact that eleven of Salisbury's twenty-five largest employers are related to the beachfront trade demonstrates the primacy of the boardwalk in Salisbury's economic makeup. However,

the Town has been open to new ideas of revenue streams since the publication of the 2007 Master Plan. For example, the state-wide legalization of recreational cannabis sales in 2016 has led to Salisbury becoming home to several cannabis-centric businesses. The latest of these is Root & Bloom Inc, a growing facility located within the Town's industrial zone which received final licensure from the Cannabis Control Commission on April 7, 2022.

Economic diversification makes sense in the context of the climate crisis, where one severe weather event at the height of tourist season has the potential to temporarily pause the crucial commercial beachfront trade for long stretches of time, perhaps even for the rest of the season. Looking further ahead, as the intensity of climate events increase, the beach may someday disappear entirely, along with the Town's marshes. This too highlights the importance of finding new revenue streams.

COMMERCIAL AREA REVITALIZATION

The Lafayette/Main Corridor has long been eyed as a site for new business development, especially since sewer service has recently been extended to the area and new zoning to encourage mixed-use and consumer-oriented commercial uses. Salisbury Beach Center, once a thriving and vibrant boardwalk, was also seen by residents as an area that had fallen into disrepair and needed an economic and aesthetic revitalization. Zoning was adopted to encourage new mixed-use development in the boardwalk area, and while some large-scale development has been proposed no project has been approved yet. Both areas were identified by residents as high-priority areas for commercial redevelopment.

SALISBURY'S GATEWAYS

Residents who participated in this plan's public engagement process were particularly concerned with first impressions. A common concern is that

the gateways to Salisbury do not give a good visual impression to travelers entering town on their way to spend money at the beach. Residents reported an overabundance of commercial uses that they saw as undesirable, especially storage facilities and construction yards. A search does reveal no fewer than twelve storage facilities within Salisbury town limits: four near Route 495/95, six on Route 1 and two on Route 110.

Another element of this "beautification as economic development" is the desire of many Salisbury residents to see more trees and greenery planted at the gateways and throughout parts of the interior that could benefit from it, particularly the Lafayette/Main Corridor. If more sidewalks and bike lanes (also desired by some residents) were to come into these areas, they would also bring in more consumer dollars, meaning the accompanying shade and attractive landscape will contribute to Salisbury's environment and commercial corridors.

REVENUE AND ZONING CHALLENGES

Salisbury historically has one of the lowest tax rates in the Greater Newburyport area, which is an important part of fostering a business-friendly environment. Nonetheless, even though the rate will drop from \$11.26 per \$1,000 of valuation to \$11.14 as of July 1, 2022, tax bills still may rise due to increasing property values, which could be a challenge for small businesses.

Sensitive environmental resources make up a large part Salisbury's land area and much of the developable space has been used, so room for further development of any type is limited. In addition, while the Town has adopted zoning that encourages mixed-use and redevelopment in areas like the Lafayette/Main corridor, residents still describe permitting processes as difficult to navigate and those interviewed expressed a desire to see the processes streamlined and simplified.

Goals and Strategies

The following goals and underlying strategies are based upon the issues and opportunities described in this chapter's analysis of existing conditions. Chapter 7 compiles all of the goals and strategies of this Master Plan and provides a framework for their implementation.

GOAL ED-1

Encourage economic diversification, especially in main corridors. Economic diversification will help Salisbury address two main issues: developing more year-round businesses that cater to residents as well as tourists, and promoting a diverse and attractive range of storefronts along transit corridors.

- **ED-1.1.** Capitalize on new work-from-home trends due to COVID-19 by helping local businesses attract remote workers who now spend more of their day in Salisbury.
- **ED-1.2.** Continue to evaluate additional options for the Town to pursue burgeoning industries such as green energy / solar and cannabis.

GOAL ED-2

Attract new businesses to Salisbury through regulatory changes and creative marketing. The Town should evaluate how its business climate is perceived and whether more can be done to attract potential business. A proactive approach to economic growth will help the Town encourage the most desired types of businesses.

- **ED-2.1.** Create a more predictable permitting process for businesses by reducing reliance on special permits and other discretionary processes.
- **ED-2.2.** Seek technical assistance from the MVPC to create a marketing campaign that focuses on Salisbury's strengths, emphasizing the Town's recreational resources, its location along the Essex County Heritage Trail, transportation access, the affordable cost of living, competitive tax rates, and community passion.

GOAL ED-3

Increase staff and volunteer capacity for facilitating economic development. The Town of Salisbury does not have a full-time employee concerned with promoting economic development and building relationships with existing and potential local businesses. This would help the Town take a more active role in shaping economic development.

- **ED-3.1.** Consider hiring a part-time Economic Development Planner or pursuing an interlocal agreement for economic development.
- **ED-3.2.** Work with the Cultural Council and its Arts and Cultural Initiative Subcommittee on developing public art, historical and cultural sites, public spaces, and art and cultural events that will promote tourism, business development, and revitalization efforts.

Ratio of Daytime Population to Total Population in Salisbury and Comparison Communities

Source: ACS 5yr Estimates, 2016-2020, Tables B01003, B08604, B08009

SALISBURY

TOTAL POPULATION:
9,465

DAYTIME POPULATION:
11,744

RATIO:
1.241

AMESBURY

TOTAL POPULATION:
17,474

DAYTIME POPULATION:
20,728

RATIO:
1.186

NEWBURYPORT

TOTAL POPULATION:
18,197

DAYTIME POPULATION:
28,373

RATIO:
1.559

SEABROOK, NH

TOTAL POPULATION:
8,843

DAYTIME POPULATION:
13,203

RATIO:
1.493

Salisbury - Key Local Industries by the Numbers in 2020 (vs. 2019)

Source: Massachusetts Division of Unemployment Assistance

CONSTRUCTION

ESTABLISHMENTS: 48 (-4)

AVERAGE MONTHLY
EMPLOYMENT: 852 (+121)

AVERAGE WEEKLY WAGES:
\$1,936 (+\$86)

MANUFACTURING

ESTABLISHMENTS: 12 (-2)

AVERAGE MONTHLY
EMPLOYMENT: 386 (-91)

AVERAGE WEEKLY WAGES:
\$2,643 (\$1,768)

RETAIL

ESTABLISHMENTS: 42 (-1)

AVERAGE MONTHLY
EMPLOYMENT: 332 (-49)

AVERAGE WEEKLY WAGES:
\$878 (+\$49)

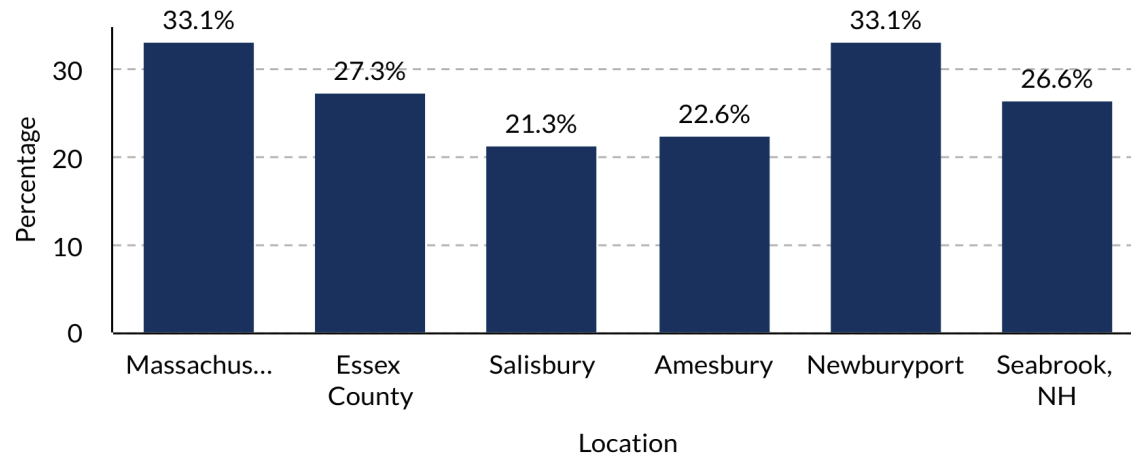
ACCOMMODATION & FOOD SERVICES

ESTABLISHMENTS: 49 (-2)

AVERAGE MONTHLY
EMPLOYMENT: 518 (+197)

AVERAGE WEEKLY WAGES:
\$470 (+\$5)

Individuals Working in Their City/Town of Residence





Chapter 5

Transportation

Chapter 5

Transportation

Demographic Background

Most Salisbury residents depend on cars or other single-occupancy vehicles to get to work, reach stores and services, and access recreation sites (see “Transportation Summary”). According to 2020 American Community Survey estimates, over 90 percent of Salisbury households have at least one available vehicle. Working from home has become more common since the start of the COVID-19 pandemic in 2020, but most workers must still commute at least some of the time. **Table 5.1** shows that about half of Salisbury residents have a commute of less than thirty minutes, while another 12 percent work from home. About 15 percent of workers travel an hour or more to reach work.

However, over 20 percent of renter households lack access to a vehicle, representing hundreds of residents.¹

TRANSPORTATION INFRASTRUCTURE

Transportation infrastructure refers to the roads, trails, parking lots, sidewalks, and any other structures that allow people in Salisbury to get to where they need to go. As a tourism-dependent community, Salisbury must balance the transpor-

Table 5.1. Travel Time to Work for Salisbury Residents

Travel time	Number	Percent
Less than 10 min.	558	11.3%
10-19 min.	1,396	28.3%
20-29 min.	537	10.9%
30-39 min.	581	11.8%
40-59 min.	557	11.3%
60-89 min.	469	9.5%
90 or more min.	263	5.3%
Worked at home	578	11.7%
Total	4,939	100.0%

Source: American Community Survey 5-Year Estimates 2016-2020

tation needs of its residents with the need to provide visitors easy access to desirable amenities like Salisbury Beach and the State Reservation.

ROADS AND HIGHWAYS

The primary mode of transit in Salisbury is the personal automobile. Exits off multiple major highways allow motorists easy access to the

Town, which was a key asset in developing its tourism industry in the twentieth century. **Map 5.1** shows Salisbury’s major roads.

Routes 1, 1A, and 110 all come together at Salisbury Center, creating a busy intersection that can be difficult for drivers and pedestrian alike to navigate. Route 1 crosses the Merrimack River to connect to Newburyport in the south and runs north across the New Hampshire border. Route 1A splits off eastward from Route 1 at Salisbury Center to provide access to Salisbury Beach, then heads north along the beach to reach Seabrook, New Hampshire. Route 110 is the primary access point to Amesbury in the west.

Crucially, Salisbury has access to two major Interstate highways: the Town has direct access to I-95 from Main Street in the northwest, and I-495 can be accessed via I-95 or the nearby exit in Amesbury. MassDOT classifies many of Salisbury’s major road as being in less than “good” condition. Most of Route 1A along Salisbury Beach and much of the Lafayette/Main corridor are considered to be in “poor” condition (see “Transportation Summary”).²

The Salisbury Department of Public Works (DPW) keeps their own inventory of road conditions, assigning every street a “road surface rating” of 0 to 100. The average score for a road

¹ American Community Survey (ACS) 2016-2020 5-Year Estimates.

² MassDOT, Pavement Condition 2020.

in Salisbury is about 61.³ The DPW Director estimates that despite continuous paving work, the natural degradation of other roads most likely means that after 5 years the average RSR is still about 61. As of 2022, the DPW is working to update this inventory. Areas of particular concern include Route 286 in northwestern Salisbury and several other streets in the Salisbury Plains area.

PARKING

The unique traffic patterns Salisbury experiences in the summer extend to parking challenges, especially in and around Salisbury Beach. The Town owns one parking lot, the Hunt Memorial Beach Parking Lot south of Beach Road, with 800 parking spaces. The State Reservation parking area has a capacity of about 1,500 cars and there are approximately 100 additional spaces in the beach area between metered street parking and private lots. In total, local police estimated that on a busy summer day there may be 2,000-2,500 cars parked at Salisbury Beach.⁴ The municipal lot has issues with flooding at high tide, even in the absence of an extreme weather event.

Parts of Salisbury Center have on-street parking, but for the most part, businesses outside of the beach area maintain their own off-street parking lots.

PATHS AND TRAILS

In recent years, town departments have cooperated with state and regional agencies to make significant improvements to Salisbury's rail trails. The rail trails provide pedestrians and cyclists convenient and scenic access to the major areas of Salisbury as well as Amesbury and Newburyport (see [Map 5.1](#)).

The Amesbury and Newburyport trail connections are still missing one connective segment each: the Gillis Memorial Bridge where Route 1 crosses the Merrimack between Salisbury and Newburyport, and one small segment along Route 110 that would connect Salisbury to Downtown Amesbury. It is still possible to cross the Merrimack River by trail by going west on the Ghost Trail and then south along the Garrison Trail to cross the John Greenleaf Whittier Bridge in Amesbury, but this is a circuitous route. With a complete bridge crossing, pedestrians and cyclists could travel from Salisbury Center to Downtown Newburyport and onward to the Newburyport Commuter Rail Station without venturing onto the street.

OTHER PEDESTRIAN AND CYCLING INFRASTRUCTURE

Aside from the Town's trails, sidewalks extend along Beach Road from Salisbury Center to the beach. [Map 5.1](#) shows the roads with sidewalks on at least one side. Salisbury lacks designated bike lanes, except for on State Beach Road connecting Route 1A to the Salisbury Beach State Reservation.

The Coastal Trails Coalition, a group that advocates for a robust, interconnected trail network across Salisbury, Amesbury, Newbury, and Newburyport, recognizes on-road bike routes across Salisbury that connect seamlessly to surrounding towns, although the condition of these routes may make some journeys less feasible than others.

In the Town's 2016 Complete Streets Funding Program, the top five highest-priority projects seeking MassDOT funding all related to sidewalk construction or pedestrian safety, although not all have been funded (see "Infrastructure Improvements").

PUBLIC TRANSIT

The Newburyport MBTA train station is less than four miles away from Salisbury Center, allowing Salisbury residents who are able to drive, bike, or walk to the station access to the Newburyport/Rockport Commuter Rail line. Passengers can reach Boston's North Station in approximately one hour, and fees for a one-way ticket from Newburyport to Boston were \$12.25 as of 2022.⁵

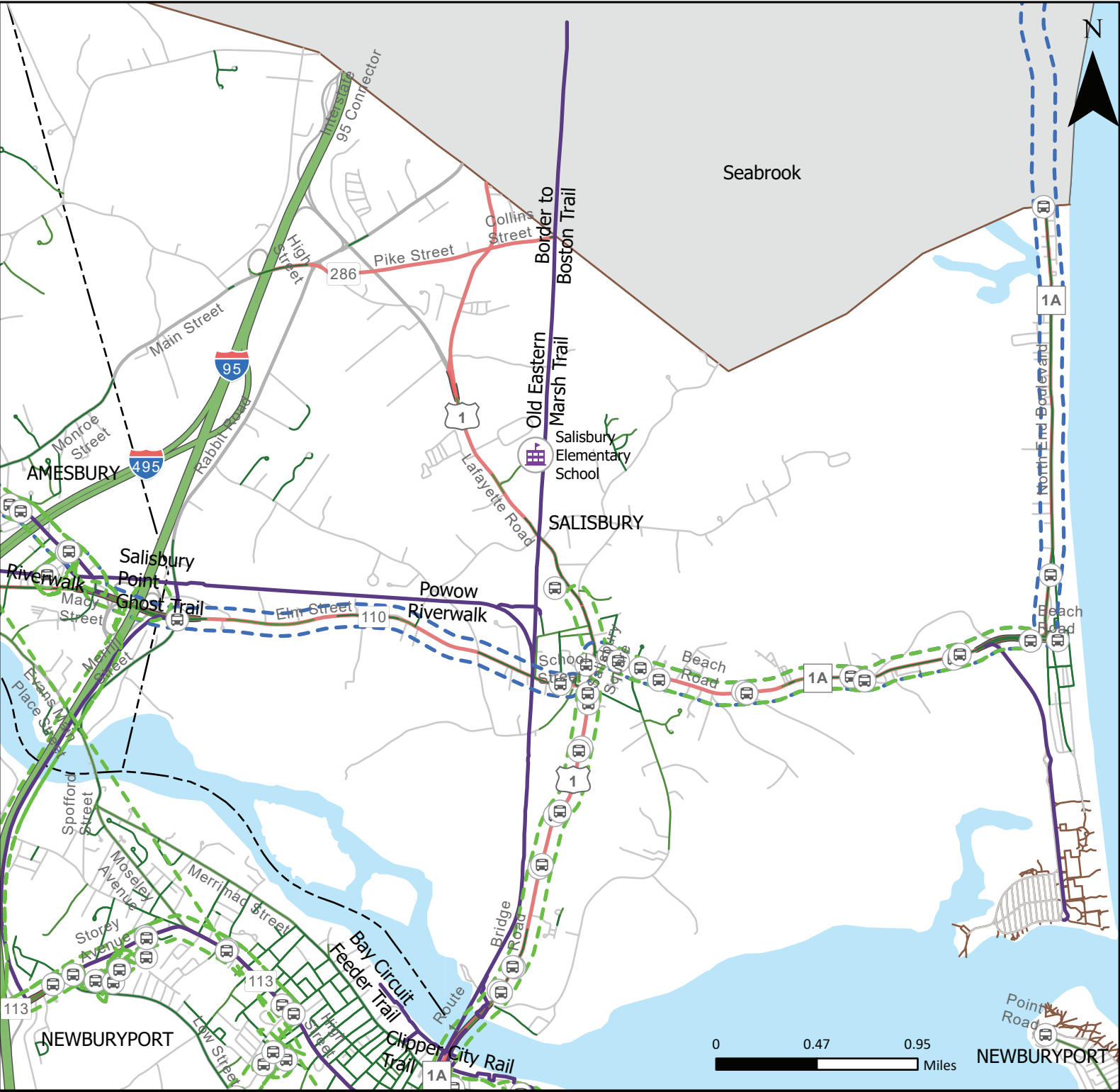
The Merrimack Valley Regional Transit Authority (MVRTA) operates two bus lines that stop in Salisbury. The Amesbury-Newburyport-Salisbury route (Route 54) stops in Salisbury Square and Salisbury Beach and provides access to downtown Newburyport and Amesbury. In addition to these major stops, [Map 5.1](#) shows several in-between stops along Beach Road. This route can take riders from Salisbury Square to the Newburyport Commuter Rail station in about twenty minutes. Riding Route 54 to its western terminus at Costello Transportation Center in Amesbury allows access the rest of the MVRTA system, including a weekday commuter bus from Lawrence to Boston. There is also a seasonal "Beach Bus" (Route 83) that runs from Lawrence to Hampton Beach, stopping at Salisbury Beach, typically from July to September. As of March 2022, all of the MVRTA's regular routes are fare-free.⁶

³ Interview, Director of Salisbury Department of Public Works, March 2, 2022.

⁴ Interview, Salisbury Chief of Police, March 3, 2022.

⁵ <https://www.mbta.com>

⁶ <https://www.mvrta.com>



Map 5.1. Town of Salisbury
Transportation Infrastructure

Legend

- Trails & Bike Lanes
- Bus Stops
- Sidewalks
- Schools
- State Trails
- New Hampshire
- Water

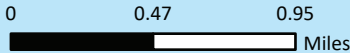
Roads

- Interstate Highway
- Other Numbered Highway
- Major Road, Collector
- Ramp
- Other Roads

MVRTA Bus Routes

- Route 54
- Route 83

Date: June 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, and MassDOT.



NEWBURYPORT

Traffic and Safety

Transportation options in Salisbury must not only be convenient and accessible, but safe. Unsafe intersections lead to property damage and injuries, while traffic and flooding can block off key access points for residents and emergency vehicles, especially around Salisbury Beach.

TRAFFIC COUNTS

Table 5.2 shows the latest average annual daily traffic (AADT) counts for the top ten highest-traffic locations recorded by MassDOT. Many of the busiest locations are in the Lafayette/Main area between Salisbury Center and the New Hampshire border.

Table 5.2. Ten Busiest Traffic Locations (by average daily vehicle trips)

Street	Specific location	Count
Elm St.	East of Merrill Ave.	18,154
Beach Rd.	East of Sacks Way	16,810
Beach Rd.	West of Ferry Rd.	14,156
Elm St.	East of Mudnock Rd.	12,537
Main St.	At NH state line	11,861
Lafayette Rd.	North of Gardner St.	11,446
Collins St.	At NH state line	11,308
Lafayette Rd.	South of Toll Rd./Route 95 exit	10,901
Lafayette Rd.	At NH state line	8,646
Lafayette Rd.	South of Route 286	8,384

Source: MassDOT Transportation Data Management System (2021)

Because Salisbury is a seasonal tourist destination, annual average traffic counts do not always tell the full story. For example, the AADT for a traffic count location along Beach Road was 7,455, but the counts for individual days have been over 14,000 vehicle trips during the summer.⁷ Salisbury police regularly manually direct traffic during peak summer hours, as regular traffic signals are unable to handle such a large volume of vehicles. Busy summer days can also see beach-bound traffic backed up all the way down Route 110 to the I-495 off-ramp.⁸

In 2020, traffic counts were down significantly across the country as the COVID-19 pandemic closed workplaces and other destinations. Traffic has rebounded, but in most cases has not yet reach pre-pandemic heights.

ACCIDENTS AND CRASHES

Salisbury has two local crash clusters in the top 5 percent of regional crash sites, both in the Lafayette/Main area (see “Transportation Snapshot”). However, not all traffic incidents are reported and end up aggregated in MassDOT’s crash data sets. Salisbury police report that, anecdotally, they consider Bridge Road to be a high-risk area for accidents.

MassDOT did not report any significant local clusters for pedestrian or bicycle incidents, although Salisbury residents indicated in interviews that on-street cycling is not seen as a safe option. The Town largely lacks traffic calming devices that might mitigate speeding on straight, open roads and improve safety around crosswalks.⁹

⁷ MassDOT Transportation Data Management System. Traffic count at Location 3372835 for July 31, 2019.

⁸ Interview, Salisbury Chief of Police, March 3, 2022.

⁹ Interview, Salisbury Chief of Police, March 3, 2022.

FLOODING

Regional plans have identified Route 1 in Salisbury as an example of a major roadway closing due to flooding. Many of the Town’s major roads are located in low-lying marshes prone to flooding during storm events, especially in the eastern half of town. Beach Road and Ferry Road both become impassable several times per year, cutting off Salisbury Beach and Ring’s Island from the rest of town.

Local first responders have expressed concerns about Beach Road becoming inaccessible during an extreme weather event, making it difficult or impossible for beach residents to evacuate or for emergency vehicles to reach the area. Beach Road is the only way to access the beach in Salisbury, and the secondary access point through Seabrook, New Hampshire is also prone to flooding. Beach Road reliably floods multiple times per year, although the exact number of flood events is unpredictable.

Infrastructure Improvements and Planning

FEDERAL FUNDING

The Merrimack Valley Metropolitan Planning Organization (MVMPO) is the organization tasked with administering federally funded transportation projects in the region. The Federal Transit Administration requires a “continuing, comprehensive, and cooperative (3C) multimodal transportation planning” process, and the MVMPO prioritizes projects that fit these parameters.¹⁰ The organization lays out its anticipated transportation planning activities in an annual Unified Planning Work Program (UPWP).

¹⁰ Federal Transit Administration, www.transit.dot.gov.

Starting in 2017, MVMPO and MassDOT worked towards completing the “Border to Boston” trail, a proposed network of multimodal trails linking Boston to the New Hampshire border. The Salisbury segment of the trail, which forms the final connection to New Hampshire, is now complete. The 2022 UPWP describes an ongoing road safety audit at the intersections of Routes 1, 1A, and 110 in Salisbury Square that will identify road safety issues in the area.

MVMPO maintains a list of transportation improvement projects (TIP) to be funded with federal money, based on priority projects identified in a long-term Regional Transit Plan (RTP). The 2020 RTP outlines the following goals for transportation projects in the region:

- **Maintain the System in a State of Good Repair:** focus on keeping existing infrastructure in good condition rather than creating new infrastructure, except for pedestrian and bicycle.
- **Increase Safety for All Modes:** perform studies and adopt strategies to reduce accidents and injuries.
- **Create a Multi-Modal Transportation System to Support Mode Shift:** encourage the creation and expansion of bicycle and pedestrian infrastructure and encourage residents to choose these modes of transportation over single-occupancy vehicle trips.
- **Promote Economic Vitality:** promote transportation development as a means to grow the economy by connecting businesses, residents, and communities.
- **Promote Environmental Sustainability:** design transit infrastructure to limit negative im-

pacts on the environment, including promoting fuel-efficient modes of travel.¹¹

The most recent TIP for the Merrimack Valley region contains two projects that directly impact Salisbury:

- **Promote Economic Vitality:** promote transportation development as a means to grow the economy by connecting businesses, residents, and communities.
- **Riverwalk Connector to the Salisbury Point Ghost Trail:** While this project is in Amesbury, it will finally complete the trail connection between Amesbury and Salisbury.
- **Reconstruction of Route 1 (Lafayette Road):** Following the recent installation of sewer on Lafayette Road, this project will restore the road to good condition.

STATE FUNDING

MassDOT instituted the Complete Streets funding program in 2016 to encourage the development of “safe and accessible options for all travel modes... [and] for people of all ages and abilities.”¹² Salisbury completed a Complete Street Prioritization Plan in 2016 and has since had three local projects approved for funding (see **Table 5.3**).

The Town announced plans to repair some of the poorest-condition roads as part of its 2022 Street Paving Program, including Pike Street, Collins Street, and Blacksnake Road, all near the New Hampshire border, as well as Ferry Road and some nearby smaller streets.¹³

MassDOT has two major upcoming projects planned to improve state roads in Salisbury. First, a “resurfacing and sidewalk reconstruction on Route 1A [North End Boulevard] starting at the Route 1 intersection going east then north to the New Hampshire state line.”¹⁴ Town Staff report that this project may have unintended consequences around Salisbury Beach as many residents have become accustomed to using part of the state right-of-way for parking. The second project is a reconstruction of Lafayette Road between Salisbury Center and the New Hampshire border that also includes installing new sidewalks and replacing two major intersections with roundabouts.

Salisbury has recently sought an MVP (Municipal Vulnerability Preparedness) Action Grant to address the local impacts of climate change. The proposed project is to fix flooding along Ferry Road, which could isolate the residents of Ring’s Island during a flood event.

In June 2020, MassDOT created the Shared Streets and Spaces Grant Program to combat the economic impacts of the COVID-19 pandemic by helping municipalities improve their outdoor recreation areas, including creating transportation infrastructure like sidewalks and bike lanes.

¹¹ 2020 Merrimack Valley Regional Transportation Plan, MVMPO, July 24, 2019.

¹² Complete Streets Funding Program, MA Department of Transportation.

¹³ Town of Salisbury

¹⁴ MassDOT Highway Project Information. <https://www.mass.gov/info-details/massdot-highway-project-information-projectinfo>

Table 5.3. Salisbury Complete Streets Funded Projects Since 2016

Project Name	Description	Complete Streets Funding Awarded	Year
Pleasant Street - Sidewalk Reconstruction	Reconstruction of sidewalk along Pleasant Street	\$299,975	2017
Seabrook Road - Sidewalk Construction	Construction of sidewalk along Seabrook Road	\$100,000	2017
Driftway Sidewalk Construction (Pedestrian and Bicycle Accommodations)	Construction or reconstruction of sidewalks and curbing along both sides of Driftway between North End Boulevard and the Public Beach. Improvements include separating pedestrians from vehicle travel lanes, shared use markings for bicycles, and new crosswalks with wheelchair ramps.	\$362,778	2020

Source: MassDOT

Salisbury has taken advantage of this program in the past, receiving \$10,000 to install planters along a pedestrian area of Broadway in 2021.¹⁵

Finally, Salisbury gets about \$230,000 in Chapter 90 funding annually from MassDOT, a program meant to provide municipalities a regular funding source for local public ways.¹⁶

OTHER REGIONAL PLANNING EFFORTS

There are several other regional transportation plans that, while not tied to any specific funding source, are useful tools to develop a cohesive vision for transportation in Salisbury.

The **Merrimack Valley Active Transportation Plan** was originally published in 2015 and updated in 2021, and lays out a region-wide vision for bicycle and pedestrian infrastructure improvements, including specific priorities for each municipality.

The **Coordinated Public Transit – Human Services Transportation Plan** identifies unmet transportation needs for seniors and people with disabilities in the Merrimack Valley region and identified strategies for addressing those needs.

The **MVRTA Comprehensive Regional Transit Plan**, most recently updated in 2020, evaluates existing bus transit services and helps the MVRTA plan future routes and programs.

¹⁵ MassDOT, <https://www.mass.gov/shared-streets-and-spaces-grant-program>.

¹⁶ MassDOT, <https://www.mass.gov/info-details/chapter-90-apportionment>.

Goals and Strategies

The following goals and underlying strategies are based upon the issues and opportunities described in this chapter's analysis of existing conditions. Chapter 7 compiles all of the goals and strategies of this Master Plan and provides a framework for their implementation.

GOAL T-1

Manage summer traffic and parking issues in the Salisbury Beach area. Residents and public safety officials agree that gridlock caused by summer beach traffic is a major inconvenience and safety issue. Beach residents are also concerned about inadequate parking in the area. Reducing vehicle trips to the area will help mitigate both issues.

- **T-1.1.** Engage a transportation consultant or seek assistance from the MVPC to study the feasibility of alternative beach transit options such as group shuttles to limit single-occupancy vehicle traffic to and from Salisbury Beach, building on a previous study examining shuttle parking near the 95/495 off-ramp.
- **T-1.2.** Conduct a parking management study for Salisbury Beach to develop strategies for insuring that both residents and tourists have access to adequate parking while minimizing the creation of impervious areas. The Town should consider the viability of increasing parking density in some areas while allowing some existing parking to be reclaimed by wetlands.
- **T-1.3.** Consider amending the Town's zoning regulations to require additional guest parking spaces for multi-unit residential developments in the Salisbury Beach area (the High Density Residential and Beach Commercial districts).

GOAL T-2

Promote bicycling and walking as viable transit options. Salisbury residents are proud of the rail trails that the Town has worked hard to complete but are concerned about the safety of pedestrian and bicycle infrastructure elsewhere. The Town should work to strengthen and expand its non-automobile transit network.

- **T-2.1.** Continue to pursue grants to improve and maintain on-road cycling conditions (e.g., creating bike lanes) to connect Salisbury's open spaces: rail trail system, the beach, and commercial areas.
- **T-2.2.** Update the Town's Complete Streets project list with pedestrian-oriented projects such as sidewalks construction or intersection improvements.

GOAL T-3

Prioritize improving the poorest-quality roads and sidewalks for safety and ease of transit. Residents commonly expressed concerns about poor quality roads, and information from the Salisbury DPW and MassDOT reinforce this observation.

- **T-3.1.** Update the Town's Pavement Management Program and maintain funding for annual repairs. Make the current road condition inventory and future improvement plans clearly accessible to the public.
- **T-3.2.** Develop a sidewalk maintenance plan to better prioritize sites for repairs, improvements, regular cleaning, and clearing of encroaching trees.

How do Salisbury residents get to work?



79.1% drive alone



4.9% carpool



2.0% walk



2.0% take public transit



0.2% bike



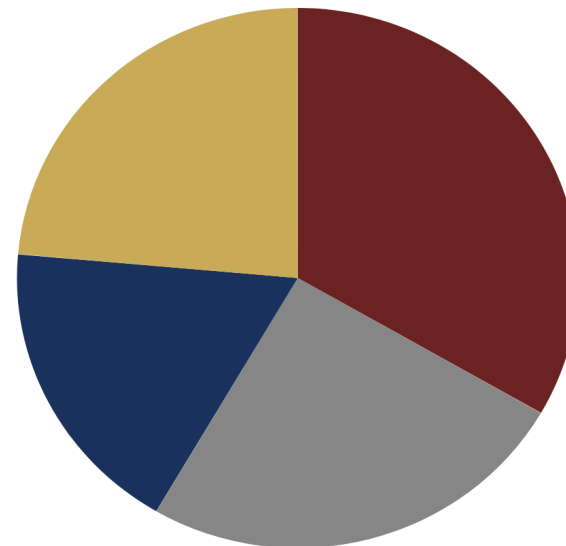
11.7% work from home



0.5% use other means

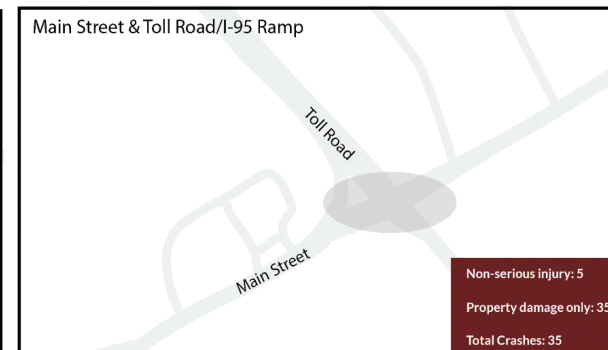
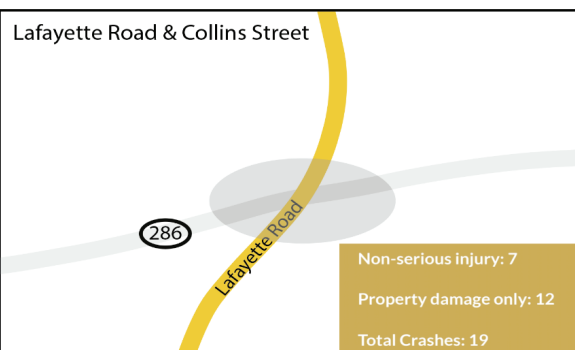
Condition of Major Roads

*Not including Interstates.
Source: MassDOT*



Poor (33.33%) Fair (25.08%)
Good (18%) Excellent (23.59%)

Intersections with Crash Clusters (2017-2019)



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Chapter 6

Community Health

Chapter 6

Community Health

Introduction

Salisbury is a small and tight-knit community. Residents express pride in the way the community watches out for one another, and concern for the health of their neighbors was a recurring theme in interviews and engagement for this plan. According to the World Health Organization, community health is made up of “Environmental, Social, and Economic resources to sustain emotional and physical well-being among people in ways that advance their aspirations and satisfy their needs in their unique environment.”¹ Salisbury, thanks to the strength of its close-knit community, is well-positioned to provide those resources to people who need them.

The past two-and-a-half years have seen unprecedented global health challenges and the concept of community health brought to the forefront of public awareness. Between March 2020 and mid-June 2022, the worldwide COVID-19 pandemic resulted in a reported 1,530 cases of the virus in Salisbury and 222,961 in Essex County.² At the same time, the climate crisis has escalated at a rapid pace and is already altering Salisbury to

such a degree that its permanent impact is undeniable. This has put tremendous strain on every facet of life in Salisbury, including its economy, its public services, and its open spaces.

Despite many challenges, Salisbury has advantages in tackling health issues. The Town has many active organizations dedicated to the public’s well-being and access to regional healthcare institutions. Salisbury’s many outdoor open spaces also promote physical activity and human interaction, from kayaking along the Great Marsh to intramural volleyball on Salisbury Beach.

Community Health Profile

LOCAL COMMUNITY HEALTH ORGANIZATIONS

Salisbury has a variety of local community organizations dedicated to strengthening the health and well-being of Salisbury’s residents, especially vulnerable groups.

The Salisbury Health Department. The Salisbury Health Department is responsible for monitoring and maintaining the health of the Town through services like ensuring the compliance of septic systems, regulating food preparation, providing health information, and providing disease prevention programs. The Board of Health enforces its own local regulations in addition to state and federal public health-related laws. Throughout

the pandemic, the Health Department has provided critical information and suggestions for a community that had to adapt quickly to “the new normal.”

Salisbury Public Library. The Salisbury Public Library is an active public health institution in addition to providing traditional media lending services. It provides free week-long internet hotspots to library card holders, providing lower-income residents with reliable home internet access. This has proven very important given the newfound premium placed on remote work and learning with the beginning of the COVID-19 pandemic. It also provides a meeting place for many civic organizations in Town. With the opening of the new Salisbury Public Library building in 2015, its capacity to serve the needs of the community has been greatly expanded.

The Pettengill House. Founded in 1994 by a merger of like-minded groups and service organizations, the Pettengill House is the center of Salisbury’s human services ecosystem. The House offers clothes, food pantry services, rental assistance and housing stabilization programs, mental health services, and counseling for substance misuse to residents of Salisbury and surrounding communities. The Pettengill House also offers senior support services, including wellness check-ins, which have been vital for ensuring community senior wellness, especially since March 2020.

¹ “A discussion document on the concept and principles of health promotion”. *Health Promotion*. 1 (1): 73-6. May 1986. Doi: <https://doi.org/10.1093/heapro/1.1.73>

² Massachusetts Department of Public Health. COVID-19 Dashboard: Data by City and Town and Data by County. Through June 16, 2023. Accessed June 25, 2022 at <https://www.mass.gov/info-details/covid-19-response-reporting>.

The Council on Aging and Elderly Affairs. The Council on Aging and Elderly Affairs offers assistance, advocacy, and services to work toward a high quality of life for Salisbury's seniors. The Council also operates the Hilton Senior Center, which meets the needs of the Town's seniors through services such as home meal delivery and transportation assistance. The Center is also essential in advocating for and encouraging the independence of Salisbury's seniors, keeping them active and engaged with the wider community.

Salisbury Community Television. As the Town's public, educational, and government access organization, Salisbury Community Television (SCTV) operates two channels dedicated to informing residents. Channel 12 is devoted to the Town's day-to-day decision-making, which includes board and council meetings, local debates, and a variety of informational programs, while Channel 18 focuses on educational programming, much of it from students and faculty of the Triton Regional School District.

Boys and Girls Club of Lower Merrimack Valley. Based in Salisbury, this regional branch of the Boys and Girls Club organization provides a physical location for school-age children to safely learn, build life skills, and have fun after school hours. The Lower Merrimack Valley club offers programs in fitness, active recreation, and health and nutrition education.

YWCA Greater Newburyport.³ Located in Newburyport, the YWCA offers a range of fitness and wellness programs including one aimed at seniors and provides a pool and workout equipment to members. It also engages in community-based programs such as providing affordable

housing, like the Residences at Salisbury Square, which primarily serves households experiencing homelessness or with at least one disabled member.

LOCAL HEALTH CARE OPTIONS

Area hospitals. Salisbury does not have a local hospital, so the most pressing medical needs are handled by the Beth Israel Lahey Health-operated Anna Jacques Hospital in neighboring Newburyport. Anna Jacques is a general hospital that offers a wide range of emergency and acute care services and treatments. The only other emergency service option within five miles of Salisbury is the Seabrook Emergency Room, operated by Portsmouth Regional Hospital to the north. Other hospitals operating in the wider Merrimack Valley area include Merrimack Valley Hospital in Haverhill and Pentucket Medical and Lawrence General Hospital, both in Lawrence. The Center for Behavioral Health in Amesbury offers substance abuse and mental health services. World-class medical facilities are available in Boston thirty-five miles from Salisbury.

Outpatient, walk-in clinics, pharmacies. The CVS on Lafayette Road accounts for the entirety of point-of-care healthcare services available in Salisbury, including pharmaceutical services and COVID-19 testing and vaccination, but no walk-in clinic services. The closest walk-in clinic services exist in neighboring Amesbury or Hampton, NH.

Insurance and related costs. The American Community Survey (ACS) 5-Year Estimates for 2020 indicate that 96.8 percent of Salisbury residents have one or more form of health insurance coverage. Whether these plans are through employers, direct purchase, or public plans, the costs associated with health insurance coverage are high across Massachusetts; according to the September

2021 Cost Trends Report from the Massachusetts Health Policy System, "the average commercial healthcare insurance premium for Massachusetts families now exceeds \$21,000 annually, almost triple what it was in the year 2000 and higher than the average price of a new compact car in the U.S." These financial factors can mean that some Salisbury residents must make choices and set priorities in ways that may be detrimental to their health.

The financial pressure of maintaining health insurance is especially felt by people with disabilities. These groups often have incomes well below state and national averages, and they are growing as the population ages. **Table 6.1** indicates that the percentage of Salisbury households receiving Supplemental Security Income (SSI), the government benefit most commonly used by people with disabilities, has somewhat decreased and remains slightly below county and state levels.

³ The Residences at Salisbury Square, YWCA Greater Newburyport. <https://www.ywcanewburyport.org/the-residences-at-salisbury-square/>

Table 6.1. Percentage of Households Receiving Selected Income and Food Assistance

	Salisbury		Essex County		Massachusetts	
	2010	2020	2010	2020	2010	2020
With Supplemental Security Income	5.5%	6.9%	4.8%	6.15%	4.8%	5.9%
No Supplemental Security Income	94.6%	93.1%	95.2%	93.9%	95.3%	94.1%
With Food Stamps/SNAP	5.0%	8.0%	8.8%	13.6%	8.4%	11.6%
No Food Stamps/SNAP	95.0%	92.0%	91.2%	86.4%	91.6%	88.4%

Sources: American Community Survey 5-Year Estimates, 2006-2010 and 2016-2020

Community Health Concerns

NUTRITION AND FOOD ACCESS

Grocery options. For participants in community outreach meetings conducted for this master plan, the lack of easy access to quality grocery stores was a common concern. As shown in [Map 6.1](#), each of the communities that border Salisbury has at least one grocery store within their borders, but Salisbury has none. This represents a challenge to lower-income residents who may not have consistent access to transportation. Without local grocery options, those with fewer resources are more likely to depend on the six convenience stores or pharmacies in Salisbury, which typically include a more limited range of healthy items at higher prices.

In 2022, Salisbury introduced a new farmer's market near the Town Center where residents can purchase fresh, locally grown produce.

Nutritional Assistance in Salisbury. Federal food assistance programs like Food Stamps and SNAP support the health and well-being of households both above and below the poverty level, and need has increased noticeably in Salisbury, across Es-

sex County, and across Massachusetts (see [Table 6.1](#)). Some of this increased need may be attributed to the COVID-19 pandemic, but its long-term impacts remain to be seen.

Food pantries. The Pettengill House operates the only food pantry within Salisbury's borders. It partners with the Greater Boston Food Bank, which makes three deliveries per month. At the height of the pandemic, these deliveries amounted to 5,000 pounds of food each, or 15,000 pounds per month.⁴ Today that weight is down to 4,500 pounds, which is due in part to the recent economic recovery and present supply chain issues making some food items very difficult to obtain. In 2021, the Pettengill House food pantry delivered 194,272 meals to people in need. In conjunction with these efforts, Pettengill House also runs the supplemental basic needs program "Operation Backpack," which sends children home with grocery deliveries for their families.

The other key food pantry in the area is Our Neighbor's Table (ONT) in Amesbury. Like Pettengill House, it provides home meal delivery and grocery-style food pickup for northeastern

⁴ Interview with Tiffany Nigro, Pettengill House. March 24, 2022.

Essex County residents facing nutrition shortfalls, through a variety of programs and initiatives. According to the 2019 Anna Jaques Hospital Community Health Needs Assessment (CHNA), Salisbury residents accounted for approximately one-fifth of ONT's recipients – second only to Amesbury.⁵ In 2020, faced with unprecedented demand on its services, ONT prepared 1,156,396 meals.⁶ In 2022, ONT opened a new food distribution hub in Salisbury on Bridge Road.

DISABILITY

The American Community Survey reports disability status for individuals with "a physical or mental impairment that substantially limits one or more major life activity."⁷ Disability status statistics include people who have difficulty carrying out basic life activities such as work or school because their social or physical environment cannot accommodate a physical, emotional, or mental health impairment.⁸ This framework that views disability as an interaction between an individual's body and environment highlights the important role that planning a community's built environment can play in helping people with a wide range of health issues live independent, fulfilling lives. [Table 6.2](#) compares estimated rates of the following disability types reported for Salisbury, the county, and the state: hearing, vision, cognitive, ambulatory, self-care, or independent living, as well as the total experiencing any dis-

⁵ 2019 Beth Israel Lahey Health/Anna Jaques Hospital CHNA

⁶ Our Neighbors' Table, 2020 Annual Report

⁷ Americans with Disabilities Act of 1990, as amended. The ADA definition of disability also includes people who have a record of impairment, even if they do not currently have a disability, and individuals who do not have a disability but are regarded as having one.

⁸ US Census Bureau, American Community Survey 2020 Subject Definitions

Table 6.2. Disability Status by Type of Disability

	Salisbury		Essex County		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent
Hearing difficulty	404	4.3%	25,414	3.3%	218,880	3.4%
Vision difficulty	140	1.5%	15,304	2.0%	124,430	1.9%
Cognitive difficulty	784	8.7%	38,525	5.2%	324,563	5.0%
Ambulatory difficulty	813	9.0%	43,795	6.1%	370,047	5.7%
Self-care difficulty*	438	4.9%	19,408	2.6%	155,838	2.6%
Independent living difficulty**	705	8.9%	35,862	5.7%	292,641	5.4%
Any disability	1,467	15.7%	93,753	12.2%	795,507	11.7%

*Those who have difficulty with daily tasks like dressing or bathing.

** Those who have difficulty with independent tasks outside the home, such as grocery shopping.

Source: American Community Survey 5-Year Estimates (2016-2020)

ability type.⁹ Most notably, Salisbury residents have higher rates of all disability types other than vision difficulties as compared to the county and state.

CANCER

According to the 2019 Community Health Needs Assessment conducted by Anna Jacques Hospital, rates of cancer in the hospital's service are high compared to the state average. The report highlights elevated rates of lung cancer and notes that this correlates with a higher-than-average number of smokers in the region. Salisbury has a particularly high lung cancer rate even compared to the other communities in the Anna Jacques service area.¹⁰

⁹ Because some residents may have multiple disability types, the total of each disability type does not add up to the "Any disability" figure.

¹⁰ Beth Israel Lahey Health/Anna Jaques Hospital Community Health Needs Assessment (2019), 22-24.

MENTAL HEALTH AND VULNERABLE POPULATIONS

Mental health issues are sometimes overlooked because they often cannot be observed visually, but stress, anxiety, and mental illness are serious public health concerns. According to Pettengill House staff, mental health concerns have increased in all of the varied populations they serve. Poor mental health makes it difficult for some clients to maintain regular employment or seek proper care for other health problems. Salisbury Senior Center staff also report that mental health issues are the biggest challenge facing Salisbury's seniors, especially as many have faced increased isolation since the start of the pandemic. The Senior Center partners with the Elder Mental Health Outreach Team in Amesbury to help clients needing immediate assistance, but they are short-staffed given the volume of clients they handle.

SUBSTANCE ABUSE

The United States is in the midst of an unprecedented crisis of opioid addiction, and the effects are felt at the local level. Between 2015 and 2020, the Massachusetts Department of Public Health counted the deaths of 39 Salisbury residents from opioid-related overdose deaths. Between 2019 and 2021, local emergency medical services reported 81 total suspected opioid-related incidents of all kinds, with a high of 35 incidents in 2020.¹¹ In 2021, Pettengill House helped 73 Salisbury residents access support for dealing with substance addiction, and staff report that consumption of alcohol and drugs in the community appeared to rise during the pandemic.

HOUSING INSECURITY

Salisbury, like the rest of the Eastern Massachusetts, is facing a housing crisis. Average rent and mortgage costs have moved inexorably upward while income has not kept pace. Housing instability threatens community health in both mental and physical ways. Mentally, it can be a source of worry, anxiety, and depression. The cost-counting that comes with housing insecurity all too often results in individuals having to decide between paying for housing, groceries, or medication on a daily, weekly, and monthly basis. When someone loses their housing, they are at serious risk for all of these problems and may also face exposure to the elements or lack of heat during winter. Pettengill House reports that out of the 607 homeless clients they served in 2021, nearly half were from Salisbury.¹² There is no overnight shelter in Salisbury, and the closest shelters that Pettengill House refers clients to are in Haverhill.

A side effect of a tight housing market in an era of limited income is the emergence of informal hous-

¹¹ <https://www.mass.gov/lists/current-opioid-statistics>

¹² The Pettengill House, Inc. FY 2021 at a Glance. 2022.

ing. This is housing that is improvised and insecure, occupied by people unable to afford safe and appropriate housing. In Salisbury, this has manifested itself by unhoused people sleeping in parked cars, and in motel rooms and camping cabins that are meant for temporary usage and fall into disrepair¹³.

CARE FOR OLDER RESIDENTS

Like many others in Massachusetts, Salisbury is an aging community. An estimated 21 percent of residents were over the age of sixty-five in 2020, an increase of about 6.5 percent since 2010. Salisbury is well-positioned to respond to the needs of this growing population, given its very active Council on Aging and Elderly Affairs (COAEA), and its proximity to high-quality medical services in the region. However, more resources may be required as the elderly population grows.

The nature of caring for an aging population has been reshaped by the COVID-19 pandemic. Tighter health protocols and the need for physical distancing meant that this group of Salisbury residents were faced with the challenges of prolonged physical and mental isolation. During the pandemic, the Council implemented a system of wellness checks to keep connections with those seniors known to be at-risk. The COAEA also provided deliveries for medication, groceries, and board games for those suddenly cut off from the world.¹⁴ However, the pandemic saw the Council lose its weekly visiting nurse, though efforts to restore that service are underway.

CARE FOR YOUTH

Childhood and adolescence are marked by physical, social, and emotional growth. Through its local elementary schools and the regional middle and high schools in Newbury, the Triton Regional School System employs counselors and related professionals to offer Salisbury's young people the services they need to navigate this formative time.

In January 2021, the Essex County Asset Builder Network (ECABN) released a "snapshot of Triton's Youth," which examines the wants, needs, and strengths of young people in the school system. The report indicates increased reports of anxiety and depression, with some cases manifesting before middle school. Additionally, higher levels of stress are being reported by older students in middle and high school. The Essex County report reinforces findings in national research about the pressure and stress that young people face in today's interconnected and high-pace world.

ENVIRONMENTAL HEALTH ISSUES

While community health issues of housing and nutrition may affect people differently based on their personal wealth, the urgent reality of the climate crisis affects every Salisbury resident. The environmental impacts are already well documented (see Chapter 2: Climate Change, Sea Level Rise, and Resiliency), but climate change is also associated with the potential for detrimental health impacts, both physical and mental. Some obvious examples include the impact of rising temperatures on the duration of allergy seasons and the intensity of asthma-related conditions, heightened risk for sun-linked illnesses, most notably melanoma, and the geography of water- and food-borne illnesses.

TRANSPORTATION

Salisbury has several transportation options that benefit the health of the community: its network of bike trails allows cyclists and pedestrians nearly uninterrupted access to Amesbury and Newburyport, although there are still small gaps remaining in both directions. The Merrimack River Valley Transit Authority (MRVTA) operates bus service for communities across the region, as well as into Hampton, NH on a seasonal basis.

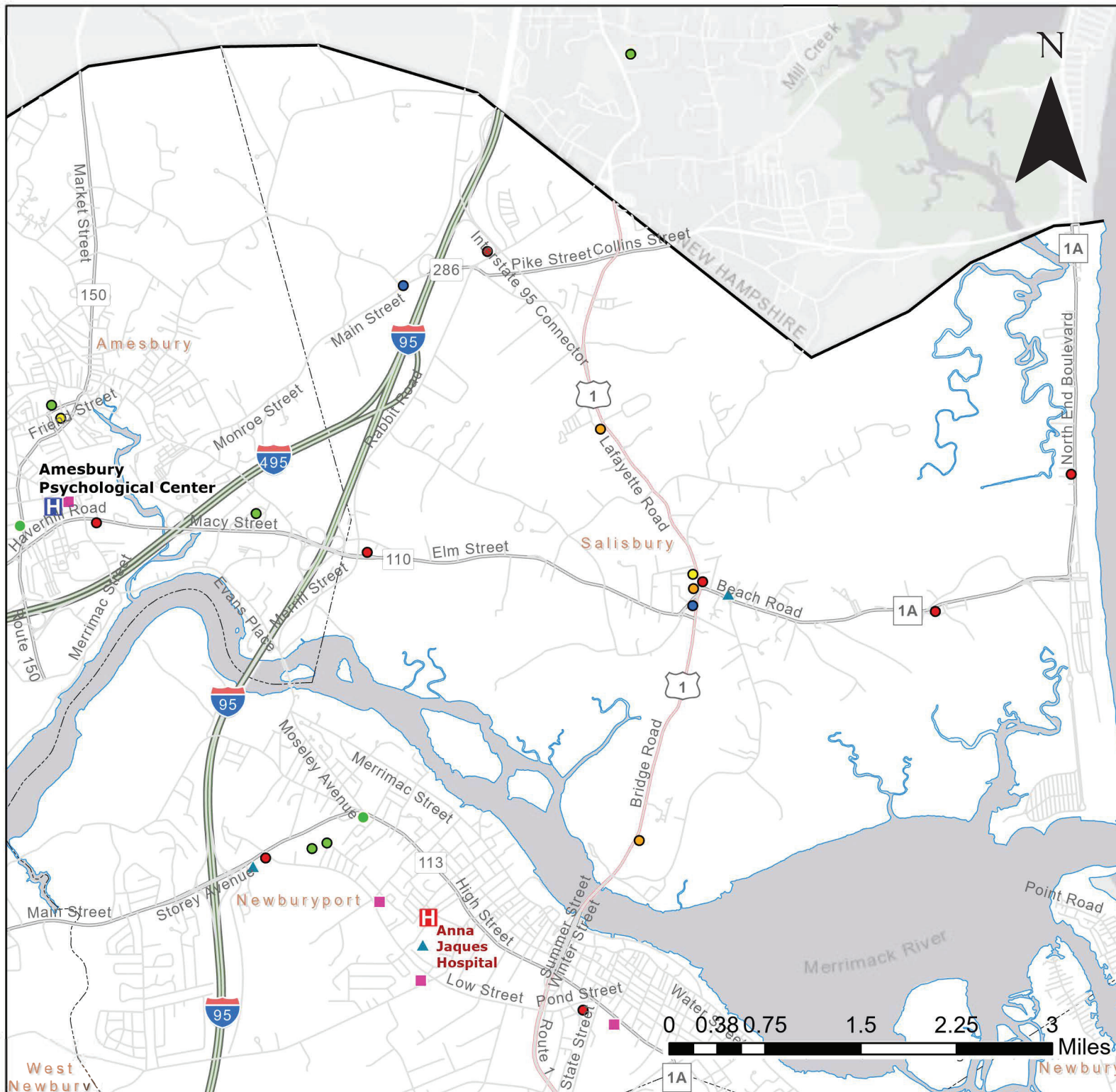
¹³ Interviews with Tiffany Nigro (Pettengill House; March 24, 2022) and Lisa Pearson (Planning Director; March 3, 2022).

¹⁴ <https://www.salisburyma.gov/health-department/web-forms/13-community-assistanceresources>

Map 6.1. Town of Salisbury
Community Health

Legend

- ▲ Assisted Living Residence
- Nursing Home
- Rest Home
- H Non-acute Care Hospitals
- H Hospital with Emergency Department
- Grocery Stores
- Convenience Stores/Pharmacies
- Food Stands/Farmers' Market
- Food Pantries
- Specialty Food Stores
- Interstate
- U.S. Highway
- State Route
- Non-numbered Road



Date: June 2022; Source: Town of Salisbury, Merrimack Valley Planning Commission, MassGIS, and MassDOT.

Goals and Strategies

The following goals and underlying strategies are based upon the issues and opportunities described in this chapter's analysis of existing conditions. Chapter 7 compiles all of the goals and strategies of this Master Plan and provides a framework for their implementation.

GOAL CH-1

Improve access to healthy local food and grocery options. The ability to obtain healthy food at reasonable prices is important for promoting community health. With few decent grocery options in town, the nutritional options for Salisbury residents can be improved significantly.

- **CH-1.1.** Assess options for the Town to recruit a grocery store, which would also be less vulnerable to cross-state competition regarding sales taxes.
- **CH-1.2.** Promote and maintain the Town's new and existing food resources, including the new year-round farmers' market, the Senior Center's food pantry, and Our Neighbors' Table's new community food bank on Bridge Road.

GOAL CH-2

Invest in programs and resources to serve the needs of an aging population. Salisbury's population, like in many Massachusetts communities, is aging. An older population will experience more health issues on average, and the Town must prepare to meet these needs going forward.

- **CH-2.1.** Expand staff capacity and funding for the Council on Aging to help seniors access vital healthcare resources, especially mental health services.
- **CH-2.2.** Assist the COA, ideally in partnership with the Health Department, in creating a long-term strategic plan to forecast demand and prioritize goals.
- **CH-2.3.** Continue to encourage the production of affordable housing for very low-income households and seniors through strategies such as encouraging appropriate comprehensive permit applications, creating a Chapter 40R Smart Growth District, and supporting a housing rehab program.

GOAL CH-3

Address the ongoing problem of unsafe and unsanitary informal housing. Finding and maintaining safe and adequate housing is a fundamental requirement for positive health outcomes. The Town should continue to work towards helping all of its residents find stable housing and maintain healthy living conditions.

- **CH-3.1.** Reevaluate the Motel Reuse Overlay District to determine if allowing an increase in density would incentivize further redevelopment of substandard hotel and motel rooms into year-round housing units.
- **CH-3.2.** Continue to promote and expand the Board of Health's Certificate of Habitability program. The Town should attempt to make inroads where people have not opted in and ensure that participants keep up with certificate requirements.
- **CH-3.3.** Actively participate in the YWCA's task force on homelessness in cooperation with Salisbury Housing Authority, Salisbury Schools, Council on Aging, police, service providers (e.g., Pettingill House) and others, to better understand and more effectively address local and regional issues around homelessness.
- **CH-3.4.** Update Salisbury's Affordable Housing Production Plan, prioritizing the needs of vulnerable populations like older adults, people with disabilities, and those experiencing homelessness.

Recipients of Food Stamps/SNAP by Poverty Status and Median Income

Source: American Community Survey 5-Year Estimates 2016-2020, Tables B22003 and B22008
N/A = Not available/not reported

SALISBURY

Households Receiving Food Stamps/SNAP in Past 12 Months: **314**

Median Income of Households Receiving Food Stamps/SNAP in Past 12 Months: **N/A**

Percentage of Recipient Households Below Poverty Level: **53.5%**

AMESBURY

Households Receiving Food Stamps/SNAP in Past 12 Months: **609**

Median Income of Households Receiving Food Stamps/SNAP in Past 12 Months: **\$17,927**

Percentage of Recipient Households Below Poverty Level: **48.3%**

NEWBURYPORT

Households Receiving Food Stamps/SNAP in Past 12 Months: **444**

Median Income of Households Receiving Food Stamps/SNAP in Past 12 Months: **\$16,349**

Percentage of Recipient Households Below Poverty Level: **53.6%**

SEABROOK, NH

Households Receiving Food Stamps/SNAP in Past 12 Months: **388**

Median Income of Households Receiving Food Stamps/SNAP in Past 12 Months: **N/A**

Percentage of Recipient Households Below Poverty Level: **27.1%**

Perinatal and Child Health Indicators

Source: 2019 Beth Israel Lahey Health/Anna Jacques Hospital Community Needs Assessment Survey (CHNA)
N/A = Not available/not reported

SALISBURY

Low Birthweight: **11.0%**

Births to adolescent mothers: **N/A**

Mothers not receiving prenatal care in first trimester: **17.9%**

Mothers with adequate prenatal care: **88.1%**

Mothers receiving publicly funded prenatal care: **32.4%**

AMESBURY

Low Birthweight: **3.4%**

Births to adolescent mothers: **3.9%**

Mothers not receiving prenatal care in first trimester: **15.2%**

Mothers with adequate prenatal care: **89.7%**

Mothers receiving publicly funded prenatal care: **28.9%**

NEWBURYPORT

Low Birthweight: **5.1%**

Births to adolescent mothers: **N/A**

Mothers not receiving prenatal care in first trimester: **15.3%**

Mothers with adequate prenatal care: **85.4%**

Mothers receiving publicly funded prenatal care: **17.0%**

MASSACHUSETTS

Low Birthweight: **7.8%**

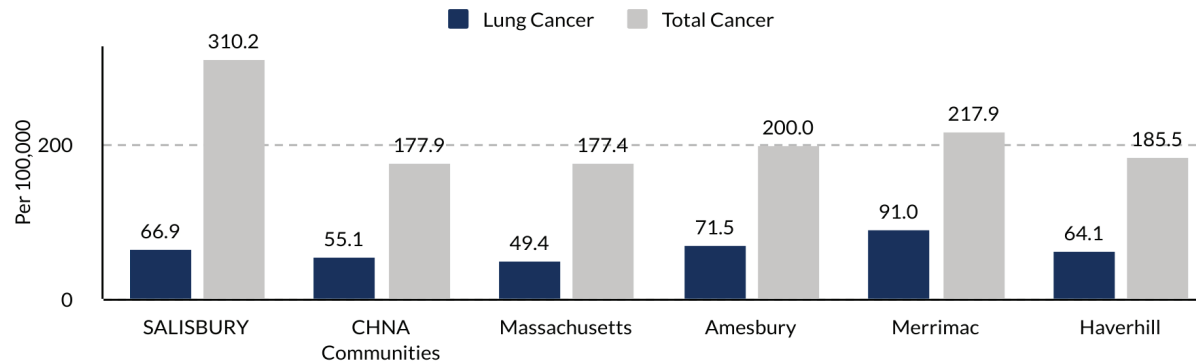
Births to adolescent mothers: **5.4%**

Mothers not receiving prenatal care in first trimester: **16.1%**

Mothers with adequate prenatal care: **84.9%**

Mothers receiving publicly funded prenatal care: **35.8%**

Cancer Deaths (Lung and All Types)



Source: 2019 Beth Israel Lahey Health/Anna Jacques Hospital Community Health Needs Assessment (CHNA)

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Chapter 7 Implementation

WHAT IS A MASTER PLAN?

A long-term (10-15 year) plan for the whole community. A Master Plan covers a wide range of topics and requires community outreach.

Salisbury
2008

Having a master plan matters because it...

...helps private developers understand the rationale for a community's land use goals and policies.

...sheds light on the community quality of life that should be protected or changed.

...provides opportunities for residents to learn more about their community's goals and policies.



BARRETT

Land Use

Transportation

Community Health

Chapter 7

Implementation

Introduction

For this Master Plan to be useful to Salisbury over the next ten years, the Town must ensure that it is actively utilized and updated as needed. A Master Plan should be treated as an adaptable, responsive planning tool that may require adjusting as the Town's priorities and needs evolve. Thus, while an implementation program brings all of the Plan's recommendations into focus and organizes them into a plan of action, it is not absolute; rather, this Implementation chapter provides a *suggested* framework for the Town to carry out identified goals and strategies in a flexible manner.

Several of the major Master Plan recommendations call for additional planning, which is not unusual for a long-term plan, particularly when a community is navigating issues for which long-term planning has been deferred. As some areas may be ripe for change more than others, it will be important for the Town to focus resources first where change is likely to occur in the near term or when a specific recommendation enables the completion of subsequent related actions.

Implementation Committee

Since a Master Plan is a long-term document, there is always the risk that it eventually gets forgotten and shelved. To avoid this, the Town

should establish a Master Plan Implementation Committee (MPIC) to oversee the implementation of this plan's goals and strategies. While a Master Plan is ultimately adopted by the Planning Board, that board's regular responsibilities do not realistically leave them with the time to carry out the task of stewarding the implementation of this plan. The MPIC should:

- Be composed of a representative cross-section of Town volunteers, staff, and elected officials;
- Meet regularly as frequently as is sustainable, perhaps monthly;
- Make a quarterly or twice annual progress report to the Planning Board;
- Regularly check on the progress of each strategy with the responsible parties ;
- Advocate for the goals and strategies described in this plan to Town boards and committees; and
- Keep track of accomplished goals/progress in a document for the benefit of future planning efforts.

After the adoption of Salisbury's previous Master Plan in 2008 an MPIC was formed that met regularly throughout most of the intervening fourteen years. It is at least partially thanks to the efforts of this committee that so many of the recommen-

dations in the 2008 plan were successfully carried out. The Town should seek to replicate that successful process for this 2022 Master Plan.

Implementation Matrix

Table 7.1 organizes the fifteen goals and supporting strategies described in this Master Plan into an "Implementation Matrix" designed to guide the MPIC in their duties. The document will hopefully provide a roadmap for the committee in guiding their implementation efforts and a means to keep track of progress.

RESPONSIBLE PARTIES

The Implementation Matrix lists the major parties within the Town who would be responsible for implementing each strategy. This is meant as a guide for the MPIC to ensure that they know who to coordinate with in guiding the implementation of this plan and may not include every actor that could potentially be involved. The matrix does not include non-municipal entities, and many of the recommended tasks in the Economic Development section might be carried out by the proposed part-time Economic Development Planner.

TIMEFRAME

While every strategy in the matrix is important, each has an estimate of how soon the Town may be able to implement each. Shorter timeframes

typically indicate either higher priority, a logical order for action to occur, or simply that the recommendation can be addressed faster than most. The given timeframe for a strategy should not be taken as prescriptive. An unforeseen opportunity or need to implement a “long term” strategy in the second year of the plan, for example, should be pursued at the Town’s discretion.

The suggested designations are as follows:

- **Short term:** should commence as soon as possible, within a year or two.
- **Medium term:** may take longer to get started, between 3 to 5 years.
- **Long term:** can likely be addressed in the latter part of the plan’s lifespan.
- **Ongoing:** taking place continuously over the lifespan of the plan.

RELATED ELEMENTS

Many strategies have the potential to further the goals of more than one Master Plan element. For example, while strategy 1.a is a Land Use goal, undergoing a community visioning process for the Beach Center will also help with economic revitalization and preparing for sea level rise. Other relevant chapters are listed where appropriate.

Table 7.1. Salisbury Master Plan 2022: Implementation Matrix

#	Recommendation	Responsible Parties	Timeframe	Related Elements
Land Use				
Goal LU-1: Incentivize appropriate commercial revitalization in the Beach Center.				
LU-1.1	Engage in a community visioning process for the Beach Center, focusing on a vision for its public spaces, pedestrian-friendly uses, and commercial redevelopment.	Planning Department MA Office of Business Development	Short term	Economic Development Climate Change
LU-1.2	Examine existing zoning regulations to ensure that they are consistent with the Wetlands Protection Act, floodplain regulations, and the community vision for the Beach Center.	Planning Department Conservation Commission Conservation Agent Planning Board Building Inspector	Medium term	Economic Development Climate Change
Goal LU-2: Adopt land use regulations that help preserve Salisbury’s natural environment and historic structures.				
LU-2.1	Adopt a Local Natural Resource Protection Bylaw.	Planning Department Conservation Commission Conservation Agent Planning Board	Short term	Climate Change
LU-2.2	Utilize zoning incentives to encourage the reuse and preservation of historic structures.	Historic Committee Planning Board	Medium term	
LU-2.3	Adopt a Stormwater Management Bylaw incorporating Low Impact Development (LID) regulations.	Planning Department Department of Public Works	Short term	Climate Change
LU-2.4	Evaluate dimensional regulations in residential zoning districts to ensure that allowable density is in line with the Town’s development and floodplain protection goals.	Planning Department Planning Board Building Inspector	Medium term	Climate Change

Table 7.1. Salisbury Master Plan 2022: Implementation Matrix

#	Recommendation	Responsible Parties	Timeframe	Related Elements
Land Use				
Goal LU-3: Improve and strengthen Salisbury's commercial corridors.				
LU-3.1	Adopt design guidelines for the Lafayette/Main Corridor that include an emphasis on attractive streetscapes and tree planting.	Planning Department Planning Board Tree Warden	Short term	Economic Development
LU-3.2	Engage a consultant to help the Town develop a strategic plan for the underutilized Office Park District.	Planning Department Planning Board	Medium term	Economic Development
Climate Change, Sea Level Rise, and Resilience				
Goal CC-1: Improve environmental and economic resiliency to address climate vulnerability				
CC-1.1	Evaluate opportunities to improve public safety protection and response, especially on Ferry Road, Beach Road, and North End Boulevard.	Police Department Fire Department Planning Department	Ongoing	Community Health Transportation
CC-1.2	Engage a consultant or the regional planning agency to prepare a Climate Action and Resilience Plan (CARP).	Planning Department	Short term	Land Use Transportation Community Health
CC-1.3	Pursue wind, solar, and other forms of green energy in suitable locations across Salisbury's built environment, including the industrial park.	Department of Public Works Planning Department	Ongoing	Economic Development Community Health
Goal CC-2: Protect biodiversity and critical habitats through land use regulation and public education.				
CC-2.1	Update and amend the Town's Stormwater Management Plan to evaluate Salisbury's drainage systems and to identify needs for inspections/testing at outfalls.	Department of Public Works Planning Department	Medium term	Land Use
CC-2.2	Utilize new federal and state funding resources to invest in infrastructure that addresses sea level rise and erosion.	Conservation Commission Conservation Agent Planning Department	Ongoing	Transportation Community Health
Master Plan Goal CC-3: Build capacity to provide local leadership and advocacy at the state and federal levels, particularly concerning Salisbury Beach.				
CC-3.1	Continue to evaluate challenges to remaining in FEMA's Community Rating System program.	Conservation Commission Conservation Agent	Ongoing	Community Health
CC-3.2	Strengthen communication and education of local officials about the Green Communities Grant Program.	Conservation Commission Conservation Agent	Ongoing	Community Health

Table 7.1. Salisbury Master Plan 2022: Implementation Matrix

#	Recommendation	Responsible Parties	Timeframe	Related Elements
Climate Change, Sea Level Rise, and Resilience				
CC-3.3	Mobilize staff and local support to work with the Merrimack River Beach Alliance and Mass. DCR to pursue a Beach Management Plan update that includes a beach nourishment schedule that aligns with existing efforts and utilizes resources in the Salisbury Beach Fund.	Conservation Commission Conservation Agent Planning Department	Short term	
Economic Development				
Goal ED-1: Encourage economic diversification, especially in main corridors.				
ED-1.1	Capitalize on new work-from-home trends due to COVID-19 by helping local businesses attract remote workers who now spend more of their day in Salisbury.	Planning Department Select Board	Medium term	Community Health
ED-1.2	Continue to evaluate additional options for the Town to pursue burgeoning industries such as green energy/solar and cannabis.	Planning Department Select Board	Ongoing	Land Use
Goal ED-2: Attract new businesses to Salisbury through regulatory changes and creative marketing.				
ED-2.1	Create a more predictable permitting process for businesses by reducing reliance on special permits and other discretionary processes.	Planning Board Planning Department Building Inspector	Long term	Land Use
ED-2.2	Seek technical assistance from the MVPC to create a marketing campaign that focuses on Salisbury's strengths.	Planning Department	Long term	
Goal ED-3: Increase staff and volunteer capacity for facilitating economic development.				
ED-3.1	Consider hiring a part-time Economic Development Planner or pursuing an interlocal agreement for economic development.	Town Manager Planning Department	Medium term	
ED-3.2	Work with the Cultural Council and its Arts and Cultural Initiative Subcommittee on developing public art, historical and cultural sites, public spaces, and art and cultural events that will promote tourism, business development, and revitalization efforts.	Cultural Council Arts and Culture Advisory Committee Planning Department	Long term	
Transportation				
Goal T-1: Manage summer traffic and parking issues in the Salisbury Beach area.				
T-1.1	Engage a transportation consultant or seek assistance from the MVPC to study the feasibility of alternative beach transit options such as group shuttles	Town Manager Planning Department	Medium term	Economic Development Climate Change
T-1.2	Conduct a parking management study for Salisbury Beach to develop strategies for insuring that both residents and tourists have access to adequate parking while minimizing the creation of impervious areas.	Department of Public Works Planning Department	Medium term	Climate Change

Table 7.1. Salisbury Master Plan 2022: Implementation Matrix

#	Recommendation	Responsible Parties	Timeframe	Related Elements
Transportation				
T-1.3	Consider amending the Town's zoning regulations to require additional guest parking spaces for multi-unit residential developments in the Salisbury Beach area.	Planning Board Planning Department Zoning Board	Medium term	Land Use
Goal T-2: Promote bicycling and walking as viable transit options.				
T-2.1	Continue to pursue grants to improve and maintain on-road cycling conditions to connect Salisbury's open spaces.	Planning Department Department of Public Works	Ongoing	
T-2.2	Update the Town's Complete Streets project list with pedestrian-oriented projects.	Planning Department Department of Public Works	Short term	Economic Development
Goal T-3: Prioritize improving the poorest-quality roads and sidewalks for safety and ease of transit.				
T-3.1	Update the Town's Pavement Management Program and maintain funding for annual repairs.	Department of Public Works Planning Department	Ongoing	
T-3.2	Develop a sidewalk maintenance plan to better prioritize sites for repairs, improvements, regular cleaning, and clearing of encroaching trees.	Department of Public Works	Short term	Economic Development
Community Health				
Goal CH-1: Improve access to healthy local food and grocery options.				
CH-1.1	Assess options for the Town to recruit a grocery store, which would also be less vulnerable to cross-state competition regarding sales taxes.	Planning Department Board of Selectmen	Medium term	Economic Development
CH-1.2	Promote and maintain the Town's new and existing food resources, including the new year-round farmers' market, the Senior Center's food pantry, and Our Neighbors' Table's new community food bank on Bridge Road.	Health Department Planning Department	Ongoing	Economic Development
Goal CH-2: Invest in programs and resources to serve the needs of an aging population.				
CH-2.1	Expand staff capacity and funding for the Council on Aging to help seniors access vital healthcare resources, especially mental health services.	Town Manger Board of Selectmen Council on Aging Director	Medium term	
CH-2.2	Assist the COA in creating a long-term strategic plan to forecast demand and prioritize goals.	Council on Aging Director Health Department Planning Department Board of Selectmen	Short term	

Table 7.1. Salisbury Master Plan 2022: Implementation Matrix

#	Recommendation	Responsible Parties	Timeframe	Related Elements
Community Health				
CH-2.3	Continue to encourage the production of affordable housing for very low-income households and seniors.	Affordable Housing Trust Council on Aging Planning Department Building Department	Ongoing	Land Use
Goal CH-3: Address the ongoing problem of unsafe and unsanitary informal housing.				
CH-3.1	Reevaluate the Motel Reuse Overlay District to determine if allowing an increase in density would incentivize further redevelopment of substandard hotel and motel rooms into year-round housing units.	Building Department Planning Department Health Department	Medium term	Land Use
CH-3.2	Continue to promote and expand the Board of Health's Certificate of Habitability program.	Health Department Board of Health Planning Department	Ongoing	
CH-3.3	Actively participate in the YWCA's task force on homelessness.	Health Department Police Department Council on Aging Planning Department	Ongoing	
CH-3.4	Update Salisbury's Affordable Housing Production Plan, prioritizing the needs of vulnerable populations like older adults, people with disabilities, and those experiencing homelessness.	Planning Department Affordable Housing Trust	Short term	