

**CITY-COUNTY PLANNING BOARD  
STAFF REPORT**

<b>PETITION INFORMATION</b>			
<b>Docket</b>	W-3527		
<b>Staff</b>	<a href="#">Amy McBride</a>		
<b>Petitioner(s)</b>	Michael and Ludmilla Ranieri		
<b>Owner(s)</b>	Same		
<b>Subject Property</b>	PIN 6834-06-7842		
<b>Address</b>	697 Salisbury Ridge Road		
<b>Type of Request</b>	Special Use rezoning		
<b>Proposal</b>	<p>The petitioner is requesting to amend the Official Zoning Map for the subject property <b>from</b> RS7 (Residential Single-family) <b>to</b> NB-S (Neighborhood Business – Special Use). The petitioner is requesting the following uses:</p> <ul style="list-style-type: none"> <li>• Restaurant (without drive-through service) and Residential Building, Single Family</li> </ul>		
<b>Neighborhood Contact/Meeting</b>	A summary of the petitioner’s neighborhood outreach is attached.		
<b>Zoning District Purpose Statement</b>	<p>The NB District is primarily intended to accommodate very low intensity office, retail, and personal service uses close to or within residential areas. The district is established to provide convenient locations for businesses which serve the everyday household needs of nearby residents without disrupting the character of the neighborhood. The district is not intended to accommodate retail uses which attract customers from outside the neighborhood or which primarily cater to motorists. This district is intended for application in GMAs 2, 3, 4, and 5.</p>		
<b>Rezoning Consideration from Section 3.2.19 A 16</b>	<p><b>Is the proposal consistent with the purpose statement(s) of the requested zoning district(s)?</b></p> <p>No, the proposed restaurant is not intended to be neighborhood-serving and would primarily cater to customers outside the neighborhood. The proposal also does not provide for the everyday household needs of nearby residents.</p>		
<b>GENERAL SITE INFORMATION</b>			
<b>Location</b>	North side of Salisbury Ridge Road, across from Nelson Street		
<b>Jurisdiction</b>	Winston-Salem		
<b>Ward(s)</b>	South		
<b>Site Acreage</b>	± .52		
<b>Current Land Use</b>	The developed site contains a 2,880-square foot single-family residential structure.		
<b>Surrounding Property Zoning and Use</b>	<b>Direction</b>	<b>Zoning District</b>	<b>Use</b>
	North	RS9	Single-family homes
	South	RS7	Single-family homes
	East	RS7	Single-family home
	West	RS7	Single-family home

<b>Rezoning Consideration from Section 3.2.19 A 16</b>	<b>Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?</b>					
	The proposed residential use is compatible, but the proposed restaurant use is not. The surrounding area is residential homes. The closest commercial uses to the property are Parkway Plaza shopping Center 840 feet southwest and Marketplace Mall 940 feet west.					
<b>Physical Characteristics</b>	The site has a gentle to moderate slope toward the north. The existing house and connecting driveway occupy half of the parcel. The remaining area is lawn with a few small ornamental trees throughout the site.					
<b>Proximity to Water and Sewer</b>	The site has access to public water and sewer from Salisbury Ridge Road and West Acadia Avenue.					
<b>Stormwater/ Drainage</b>	No known issues exist for this site.					
<b>Watershed and Overlay Districts</b>	The site is not located within a water supply watershed.					
<b>Analysis of General Site Information</b>	The subject property includes a single-family home with frontage along Salisbury Ridge Road and West Acadia Avenue. The property has good topography and is not located within a water supply watershed or regulated floodplain.					
<b>RELEVANT ZONING HISTORIES</b>						
Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3346	HB to GB-L	Approved 11/6/2017	Approximately 940 feet west	24.5	Approval	Approval
W-2592	RS7, HB and HB-S to HB-S	Approved 5/5/2003	Approximately 940 feet southeast	3.82	Denial	Approval
W-2052	RS7 to LO-S	Denied 6/3/1996	Approximately 940 feet southeast	1.41	Denial	Denial
W-1971	PB to GB	Denied 9/5/1995	Approximately 689 feet east	.34	Denial	Denial
<b>SITE ACCESS AND TRANSPORTATION INFORMATION</b>						
Street Name	Classification	Frontage	Average Daily Trip Count	Capacity at Level of Service D		
Salisbury Ridge Road	Minor Thoroughfare	159 feet	6,400	13,800		
West Acadia Avenue	Local Street	140 feet	N/A	N/A		
<b>Proposed Access Point(s)</b>	Primary access to the site is currently provided by a driveway that can be accessed from Salisbury Ridge Road and West Acadia Avenue. The proposed site plan will utilize the same access.					
<b>Planned Road Improvements</b>	There are no road improvements proposed in conjunction with this request.					

<b>Trip Generation - Existing/Proposed</b>	<p><u>Existing Zoning: RS7</u>  One single-family home x 9.57 (SFR trip rate) = 9.57 trips per day</p> <p><u>Proposed Zoning: NB-S</u>  2,330 sf / 1,000 sf = 2.33 x 127.15 (high-turnover sit-down restaurant) = 296.26 trips per day</p> <p style="text-align: center;">+</p> <p>One single-family home x 9.57 (SFR trip rate) = 9.57 trips per day</p> <p><b>= ± 305.83 trips per day for both uses</b></p>		
<b>Sidewalks</b>	There are existing sidewalks on the south side of Salisbury Ridge Road.		
<b>Transit</b>	WSTA Route 85 stops at the intersection of Salisbury Ridge Road and Dinmont Street, approximately 225 feet southwest.		
<b>Transportation Impact Analysis (TIA)</b>	A TIA is not required.		
<b>Connectivity</b>	The proposal would utilize the current driveway connecting Salisbury Ridge Road and West Acadia Avenue.		
<b>Analysis of Site Access and Transportation Information</b>	The site has frontage along a minor thoroughfare and a local street, and the proposed site plan would utilize an existing driveway connecting Salisbury Ridge Road and West Acadia Avenue. Based on the calculated trip generation, the service capacity of Salisbury Ridge Road, and the presence of nearby sidewalks and transit, the request is not expected to have a severe traffic impact.		
<b>SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS</b>			
<b>Building Square Footage</b>	<b>Square Footage</b>		<b>Placement on Site</b>
	2,880		Western half of the property
<b>Parking</b>	<b>Required</b>	<b>Proposed</b>	<b>Layout</b>
	15 spaces	16 Spaces	90-degree head-in
<b>Building Height</b>	<b>Maximum</b>		<b>Proposed</b>
	40 feet		No change in height from the existing structure
<b>Impervious Coverage</b>	<b>Maximum</b>		<b>Proposed</b>
	No limit		58.34 percent
<b>UDO Sections Relevant to Subject Request</b>	<ul style="list-style-type: none"> <li>Section 4.6.5: Neighborhood Business District</li> </ul>		
<b>Complies with Section 3.2.11</b>	<b>(A) Legacy 2030 policies:</b>	No	
	<b>(B) Environmental Ord.</b>	N/A	
	<b>(C) Subdivision Regulations</b>	N/A	

<b>Analysis of Site Plan Compliance with UDO Requirements</b>	The request would convert a single-family home into a restaurant establishment with a small, attached dwelling. The total proposed building square footage will not change from what is existing (2,880 square feet). The main residential structure was built in 1920 and is unable to comply with minimum bufferyard width requirements. The petitioner has proposed alternative compliance for the required bufferyard, utilizing a six-foot opaque fence in place of the required Type II bufferyard against the RS7 property to the west. This fence extends along the property boundary where the existing building does not allow for installation of the required 15-foot-wide bufferyard.
<b>CONFORMITY TO PLANS AND PLANNING ISSUES</b>	
<b>Legacy 2030 Growth Management Area</b>	Growth Management Area 2 – Urban Neighborhoods
<b>Relevant Legacy 2030 Recommendations</b>	<ul style="list-style-type: none"> <li>• Increase infill development in the serviceable land area.</li> <li>• Promote quality design so that infill does not negatively impact surrounding development.</li> <li>• Discourage inappropriate commercial encroachment into neighborhoods.</li> <li>• Promote a pedestrian-friendly orientation for new development and redevelopment and reduce the visual dominance of parking areas.</li> <li>• Promote compatible infill development that fits with the context of its surroundings.</li> </ul>
<b>Relevant Area Plan(s)</b>	<i>South Central Winston-Salem Area Plan Update (2013)</i>
<b>Area Plan Recommendations</b>	<ul style="list-style-type: none"> <li>• Commercial areas should be compact with limited access to major thoroughfares and should not promote strip development. The reuse of vacant buildings and the redevelopment of existing undeveloped and underutilized sites is recommended, where possible.</li> <li>• The proposed land use map recommends single-family residential uses at this location.</li> <li>• Focus commercial and mixed-use development in planned commercial/mixed-use areas and activity centers where transportation and utilities exist or are planned.</li> </ul>
<b>Site Located Along Growth Corridor?</b>	The site is not located along a growth corridor.
<b>Site Located within Activity Center?</b>	The site is not located within an activity center.
<b>Addressing</b>	The restaurant will be addressed as 693 Salisbury Ridge Road.

<b>Rezoning Consideration from Section 3.2.19 A 16</b>	<b>Have changing conditions substantially affected the area in the petition?</b>
	No.
	<b>Is the requested action in conformance with <i>Legacy 2030</i>?</b>
	No.
<b>Analysis of Conformity to Plans and Planning Issues</b>	<p>This request would rezone property from RS7 to NB-S for restaurant and single-family residential uses. The proposed site plan depicts a 2,330-square foot restaurant, with an attached dwelling for the owners.</p> <p>While the request proposes to limit the use of the property to a tearoom with an attached residence, other commercial uses in the area are in the Parkway and Washington Park Activity Centers, which bookend this section of Salisbury Ridge Road/West Acadia Avenue. Allowing a commercial use at this location could encourage future commercial development along this section of Salisbury Ridge Road/West Acadia Avenue, bridging the two activity centers where the area plan recommends maintaining a residential character. Further, the purpose statement for the NB district indicates that such a district should be established to provide for the everyday needs of nearby residents without disrupting the character of the neighborhood and that it should not accommodate uses for customers from outside the neighborhood or which primarily cater to motorists. Staff does not feel that the proposed use is appropriate for this location.</p>
<b>CONCLUSIONS TO ASSIST WITH RECOMMENDATION</b>	
<b>Positive Aspects of Proposal</b>	<b>Negative Aspects of Proposal</b>
The site has frontage along a minor thoroughfare with extra capacity, and the proposed uses are not expected to generate significantly more traffic.	The area plan recommends single-family residential use of the property.
	The request is not consistent with the purpose statement of the NB district and could encourage commercial encroachment into residential areas along this corridor.
	The site is bookended by activity centers, which are more appropriate for this intensity of use.
	The request would not provide a neighborhood service at a residential scale and could route commercial traffic onto a local residential street.
<b>SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL</b>	
<p>The following conditions are proposed from interdepartmental review comments to meet established standards or to reduce negative off-site impacts:</p> <ul style="list-style-type: none"> <li>• <b><u>OTHER REQUIREMENTS:</u></b> <ol style="list-style-type: none"> <li>a. Freestanding signage shall be limited to one sign along the Salisbury Ridge Road frontage.</li> </ol> </li> </ul>	

**STAFF RECOMMENDATION: Denial**

**NOTE:** These are **staff comments** only; the City-County Planning Board makes final recommendations, and final action is taken by the appropriate Elected Body, which may approve, deny, continue, or request modification to any request. **THE APPLICANT OR REPRESENTATIVE IS STRONGLY ENCOURAGED TO ATTEND THE PUBLIC HEARINGS WHERE THE CASE WILL BE CONSIDERED BY THE PLANNING BOARD AND THE ELECTED BODY.**

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**CITY-COUNTY PLANNING BOARD  
PUBLIC HEARING  
MINUTES FOR W-3527  
MAY 12, 2022**

Amy McBride presented the staff report.

Brenda Smith asked whether a separate process is required for a request for alternative compliance. Desmond indicated that the request would be considered as part of the rezoning process.

**PUBLIC HEARING**

FOR:

Steve Causey, Allied Design, 4720 Kester Mill Road, Winston-Salem, NC 27103

- We worked with the petitioners to prepare the site plan before you today.
- Also here are Mike and Milla Ranieri, who will speak of their intended use of the property, and their architect, Kevin Owen, is also here today.
- The Ranieris appreciated staff working with them through the site plan process.
- As Amy stated, this is a renovation of an existing structure, and in that regard, we certainly don't feel this proposes a significant impact to the neighborhood.
- We feel like the buffers will mitigate any impacts and will certainly provide more trees on the sight than there are here today.
- Staff has been very clear from the start of the process that they don't support the request. We think we understand why, but Mike and Milla will be up here behind me to help you understand why they feel like it would serve the neighborhood.
- I will be here to answer any questions about the site plan. Thanks for your consideration.

Mike Ranieri, 697 Salisbury Ridge Road, Winston-Salem, NC 27127

- Mr. Chairman and Board Members, thank you allowing me to speak today on Zoning Docket W-3527. I read the review comments and recommendations on our zoning request, and I have the following to offer.
- I used to live in Greensboro and worked in Winston-Salem at CJMW on Brookstown Avenue for 12 years. During that time, my coworkers and I went out for lunch and tried many local eating spots. Sometimes we walked across to Opie's or Sweet Potatoes on Trade. Sometimes, we drove to Pulliam's or Bell Brothers near the airport. Sometimes, we drove to Acadia Grill on Acadia or Ted's Kickin Chicken on Main. Were it not for those neighborhood restaurants, I never would have known Winston-Salem.
- I understand there is a plan and we all need a plan to help keep track of our progress, but I think sometimes we get too close and don't recognize that parts of our plan don't apply

anymore. Acadia is no more just a neighborhood street than Broad Street or Liberty Street. It's not a quiet street like Cascade, with its Colonial and Victorian homes. It's not a comfortable Vintage with its bungalows. It has become a passthrough corridor between Silas Creek Parkway and points east. This very report says the traffic analysis shows 6,400 cars per day drive up and down Salisbury Ridge Road. Acadia begins its life with Limited Industrial on one side and Campus-Special Use on the other. As it heads across Main Street, it becomes Limited Business and then becomes RM12. Acadia continues past Family Dollar on the right about a block past Pedestrian Business. In that block-and-a-half are a general contractor with a construction vehicle yard and three of the four automotive repair shops on Acadia, then Acadia moves across Hollyood and becomes RS9. It is near this point that Acadia becomes straight for another block and ends at Dinmont, meanwhile, a block earlier, Salisbury Ridge has begun. It heads off to the left and heads up and over Peters Creek Parkway headed for Silas Creek Parkway, with Highway Business on both sides.

- Our house is on Salisbury Ridge Road. We chose it because there's a 1,400-square foot house with a 40-by-40 open room that was added on to the house after its beginning. The lot is split in half by a driveway that passes between Salisbury Ridge and Acadia.
- In our minds, that was the perfect spot for a tearoom. It is in a wonderful neighborhood, it's a natural spot for parking, and there is plenty of room for us and guests. A tearoom is labeled a restaurant, but it is not. A tearoom is compared to a coffeeshop, though it's not. A tearoom is a place where people come sit and talk with each other while sipping tea and eating a finger sandwich or a scone.

Ludmilla Ranieri, 697 Salisbury Ridge Road, Winston-Salem, NC 27127

- Mr. Chairman and Board Members, thank you for allowing me to speak on the rezoning of my home at 697 Salisbury Ridge Road. Winston-Salem, NC 27127. My name is Milla Ranieri, and I'm the owner of the Flour Box Tearoom. 10 years ago, the laboratory I worked for sent me for three months to Weatherby, England. While I was there, I spent my free time sightseeing and visiting a variety of tearooms. The English people made a lasting impression on me, which I wanted to share with other people back home. A tearoom is not a fast-food restaurant, it is not a private club. A tearoom is just a quiet place where people come and have a conversation to disconnect from the outside world for a couple of hours and disconnect from their phones and laptops, and spend a couple of hours with their friends over a pot of tea and sweet savories. North Carolina is a part of the sweet tea belt, so I knew serving hot tea would seem out of place until people tried it. A very nice space came available in Winston-Salem, so I quit my job and started the Flour Box, LLC.
- I began testing recipes for breads, pies, cookies, and scones, and soon I opened the tearoom for business. I understand from the Small Business Association that 50 percent of new businesses fail within the first year. The remaining 50 percent of those fail between the second year and the fifth year. They say if you make it that far, then your business has made it. In the fifth year of my business, construction began on Business 40, and it closed most of the routes to my tearoom. The Flour Box Tearoom survived. In the sixth year of my business, COVID shut down all inside dining. Again, The Flour Box Tearoom survived. The only thing that stopped my business was the landlord selling the building. I'm looking for performance, and I believe I have found it on Salisbury Ridge Road.
- Please help me to rezone so I can open my tearoom.

Kevin Owen, Owen Architecture, 228 Knollwood Street, Winston-Salem, NC 27104



- I'm the architect doing the renovation of this project. I believe wholeheartedly that we have updated a building that is deteriorating and made it a part of the neighborhood.

Amanda Bircham, 801 Salisbury Ridge Road, Winston-Salem, NC 27127

- I live four doors down from the Ranieris and came to the neighborhood meeting they had to discuss the rezoning. I was one of two people that came to find out about what's happening and what they were proposing. I would say that I have been nothing but excited about the prospect of the Flour Box since then. I think that it can be a special place, especially in the place of COVID, that will allow neighbors to gather in a safe, charming, lovely place. I will admit I do not know my neighbors very well. That is something that has hurt my heart for years.
- I think this can provide something to all of us who are within walking distance; we could have a really good opportunity and an easy place to go to sit and know and enjoy one another. I would love to frequent the Flour Box, especially if it is five doors down. Speaking to the traffic, Salisbury Ridge is a very busy street, and any additional business that will come by filling a 16-space parking lot will be mitigated by the value that the Flour Box would add to our neighborhood, to our culture, and to bringing neighbors together again.

AGAINST:

Cornelia Barr, 355 Park Blvd, Winston-Salem, NC 27127

- I have been a resident of Washington Park since 1999, and I represent the Washington Park Neighborhood Association, which opposes the rezoning of this property.
- Since 1977, the neighborhood association has worked to improve the quality of life in the neighborhood by increasing owner occupancy, addressing safety concerns, achieving designation of the historic area as a National Register Historic District, and instilling a sense of community and pride in our neighborhood. We define the Washington Park neighborhood as extending from beyond the park itself in the north to Silas Creek Parkway, and from Buchanan Street to South Main Street and any area beyond. The historic district includes over 800 households. Changing this property from Residential to Neighborhood Business flies in the face of everything the neighborhood association has worked to build. It would be a terrible precedent. I have enjoyed the Flour Box as a locally owned tearoom and want it to thrive, just not in this location.
- Our big concern is that commercial rezoning is permanent, if the restaurant were to fail, another business could come in with a convenience store, nail salon, or one of the other businesses with many other uses allowed with a neighborhood business. This could lead to neighbors moving away, surrounding properties being zoned commercial, and a negative overall impact.
- We are not opposed to supporting businesses in Washington Park at all. In 2006, we were awarded a RUCA grant for the commercial district on Acadia Avenue. RUCA supported improvements at several locally owned businesses including Washington Perk, Craft Cleaners, Swaim's, and the Washington Park Barbershop, and this growth has had an impact on more recent businesses such as Slappy's Chicken and JNJ. Our neighborhood association invests time and energy in our community, and we support the city's plan for growth, but we oppose the current development beyond the existing business districts.
- The Winston-Salem Neighborhood Alliance (WSNA) would like to express its support for staff's recommendation for denial in case W-3527 on Salisbury Ridge Road from RS7 to

NB-S. WSNA agrees with the Planning staff's assessment that commercial zoning in this all-residential area is inconsistent with the area plan. It continues to support the efforts of Washington Park to maintain its integrity and cohesiveness, and we believe that commercial zoning in this location could undermine that integrity by leading to other similar requests that are incompatible with the residential character of the neighborhood of the area.

Elizabeth Nannery, 209 Gloria Avenue, Winston-Salem, NC 27127

- I have to say that I have been in Washington Park two years, but I've been in the neighborhood because my Mom's been in the neighborhood for almost 40 years. I've watched the neighborhood grow over that time, and it's had good and bad periods. We all have talked about having a nice place to go and gather like the tearoom, so it's not that we are opposed to having the tearoom. We think it would be a wonderful addition, just not in that location.
- I totally agree with what Cornelia is saying as far as changing anything if you rezone it. It becomes permanent, and now there are all kinds of opportunities for other businesses to come in and change the character that we have strived so hard to keep in Washington Park.
- What we'd really like to propose is to work with the Flour Box to try to make one of the other distressed buildings in that commercial area already on Acadia work for the Flour Box. I do love hot tea, so we would really like to work with them to find another area that would be suitable because we think it would be a great addition.

James Hullihan, 100 West Banner Avenue, Winton-Salem NC 27127

- I'm a resident of the neighborhood since 1983 and have lived in my current home, which was built to the plans of Winter Northrop, for over 30 years.
- In being a past president for the Washington Park Neighborhood Association, I've seen a lot of changes happen. I can only echo what has been said so far, as my personal opinion is that I would more than welcome having the tea house and other very nice businesses such as that in our neighborhood.
- Unfortunately, I have to agree that I don't think the placement is appropriate, and I certainly hope that we can find some kind of compromise that will allow this business to be in an appropriate area in Washington Park.

## **WORK SESSION**

MOTION: Melynda Dunigan recommended that the Planning Board find that the request is inconsistent with the comprehensive plan.

SECOND: Walter Farabee

VOTE:

FOR: George Bryan, Melynda Dunigan, Walter Farabee, Jason Grubbs, Clarence Lambe, Chris Leak, Mo McRae, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

MOTION: Melynda Dunigan recommended denial of the ordinance amendment.

SECOND: Clarence Lambe

VOTE:

FOR: George Bryan, Melynda Dunigan, Walter Farabee, Jason Grubbs, Clarence Lambe,  
Chris Leak, Mo McRae, Brenda Smith, Jack Steelman  
AGAINST: None  
EXCUSED: None

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Chris Murphy, AICP/CZO  
Director of Planning and Development Services