

REGULAR MEETING

July 10, 2025

Government Office Building Route 50 & N. Division Street Council Chambers, Room 301, Third Floor

6:00 P.M. - Call to Order – Shawn Jester

Board Members: Shawn Jester, Maurice Ngwaba, William Hill, and Miya Horsey.

MINUTES – June 12, 2025.

ZONING PUBLIC HEARINGS: Case #202500820 – Pemberton Manor, LLC – Alteration of a Legal Nonconforming Use to Remove the Pool and Create a Picnic Area – 1017 Fairground Drive – R-5A Residential District.

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**PUBLIC INPUT – Public comments as part of the public hearings for each case are welcome but are subject to a time allotment of two (2) minutes per person.

The Board of Appeals reserves the right to convene in Closed Session as permitted under the Annotated Code of Maryland, General Provisions Article, Section 3-305(b).



MINUTES

The Salisbury Board of Appeals met in regular session on June 12, 2025, in Room 301, Government Office Building at 6:00 p.m. with attendance as follows:

BOARD MEMBERS:

Shawn Jester, Chair Maurice Ngwaba Edward Torbert Miya Horsey

ABSENT MEMBERS:

William Hill Sandeep Gopalan, Vice Chair

CITY STAFF:

Jessica Crenshaw, Senior Planner Beverly Tull, Recording Secretary Laura Ryan, City Solicitor

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Mr. Jester called the meeting to order at 6:01 p.m.

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MINUTES:

Upon a motion by Mr. Torbert, seconded by Mr. Ngwaba, and duly carried, the Board **APPROVED** the minutes of the March 6, 2025 meeting as submitted.

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Mrs. Tull administered the oath to anyone wishing to speak before the cases heard by the Salisbury Board of Appeals.



RE: Case #202301591 – Jason Malone, on behalf of Snowfield, LLC – Special Exception to Utilize the Entire Property for Residential Use to Construct 203 Residential Units – Northeast Corner of Toadvine Road and Snow Hill Road – R-8 Residential and General Commercial District.

* * * * *

Mr. Mark Cropper, Mr. Jason Malone, and Mr. Brock Parker came forward. Mrs. Crenshaw presented and entered the Staff Report and all accompanying documentation into the record. Mrs. Crenshaw explained that the applicant was granted via special exception permission to construct a 195-unit residential subdivision to be known as the Village at Snowfield in September 2022. The site is located within the R-8A Residential and General Commercial zoning districts. The special exception is required to construct residential units in the General Commercial district portion of the site pursuant to Zoning Code standards. During City development plan reviews, the number of residential units were increased to 203. City staff considered the increased number during the development's review of engineering, stormwater, and fire/emergency services, and the construction plan was accepted for approvals. However, when the plan was forwarded to Planning staff for Final Comprehensive Plan approval by the Planning Commission, the increase in units was noticed. The plan could only move forward with 195 residential units, and the 8 units were removed from all plans. The applicant returned to Board of Appeals January 2024 to extend and reestablish the approval of utilizing the split-zoned parcel for 195 residential units, with no changes from the original 2022 special exception. Planning Commission later approved the Final Comprehensive Development Plan and Final Major Subdivision Plat at the February 2024 Planning Commission Meeting. The development plan was subsequently approved by the Department of Infrastructure and Development and the project is currently under construction. The applicant is requesting at this time to reintroduce the 8 units into the Village at Snowfield project. This request does not affect the original approval which granted the construction of residential units in the General Commercial District, but because the original decision was specific to include the 195 units, the applicant is requesting that the decision be amended to reflect 203 units or not specify the unit count.

Mr. Jester moved the Staff Report into the record.

Mr. Cropper questioned Mr. Malone and Mr. Parker if they had any changes to the Staff Report or Staff's recommendation. Mr. Malone and Mr. Parker responded in the negative. Mr. Cropper requested approval of the Special Exception as recommended by Staff.

Mr. Torbert questioned how the numbers changed and if the 203 units were not envisioned in the original plans. Mr. Parker responded that this was a large project that took awhile to design. Through the engineering process it was discovered that an additional eight (8) units could be added. When the Special Exception was renewed, the higher number of units was not caught so in order to get the project started, the additional eight (8) units were dropped. Now that the project is under way, it is back for the additional eight (8) units for approval.



Mr. Ngwaba questioned the location of the open space. The additional eight (8) units are close to the stormwater area. Mr. Parker discussed the location of the open space areas throughout the project, which will include trails around the pond and walking trails throughout.

Mr. Jester questioned if this would be the final project. Mr. Parker responded in ative.

the affirmative.

Upon a motion by Mr. Ngwaba, seconded by Ms. Horsey, and duly carried, the Board **APPROVED** the Special Exception to utilize the entire property for residential use to construct 203 residential units on the property located at the northeast corner of Toadvine Road and Snow Hill Road, based on the criteria listed in the Staff Report, particularly the criteria listed in Section V(c), and subject to the following Conditions of Approval:

CONDITIONS:

- 1. Subject to approval by the Salisbury Planning Commission.
- 2. Submit and record a corrected plat for the additional 8 residential units.

The Board vote was as follows:

Miya Horsey	Aye
Maurice Ngwaba	Ауе
Edward Torbert	Ауе
Shawn Jester	Aye

* * * * *

RE: Case #202500588 – Hilda Escobar – 14.5 ft. Front Yard Setback Variance; Two (2) 6 ft. 8.5-inch Side Yard Setback Variances; 16 ft. 2.5-inch Rear Yard Setback Variance to Construct A New Single Family Dwelling – 338 Delaware Avenue – R-5 Residential District.

Mr. Eduardo Wolfe and Mr. Fernando Fernandez came forward. Mrs. Crenshaw presented and entered the Staff Report and all accompanying documentation into the record. Mrs. Crenshaw explained that the applicant requests permission to construct a 24 ft. x 33 ft. single family home. The new home is proposed to have a front setback of 10 ft. 7-inches, two (2) side yard setbacks of 3 ft. 3 ½-inches, and a rear yard setback of 13 ft. 9 ½-inches. The Zoning Code requires a 25 ft. front yard setback, two (2) side yard setbacks of 10 ft. each, and a 30 ft. rear yard setback. Board approval of a front setback variance of 14 ft. 5-inches, two (2) side setback variances of 6 ft. 8 ½-inches each, and a rear setback variance of 16 ft. 2 ½-inches is requested to accommodate the proposed home.



Mr. Jester moved the Staff Report into the record.

Mr. Ngwaba questioned how parking was going to be provided. Mr. Wolfe stated that there was a driveway on the left side of the property that goes between the houses. Mr. Ngwaba questioned if they planned on parking on the street. Mr. Wolfe responded in the affirmative, explaining that they planned on parking on the street in front of the house on Delaware Avenue. Mr. Torbert questioned Mrs. Crenshaw if there was a requirement for off-street parking. Mrs. Crenshaw responded that the Code requires two (2) parking spaces per dwelling unit. Mr. Torbert questioned how close the other structures are to the property lines. Mrs. Crenshaw responded that the adjoining properties have 3 ft. side yard setbacks from the property lines. Mr. Torbert questioned that there would be 6 ft. between the residences. Mrs. Crenshaw responded in the affirmative. Mr. Torbert questioned if the Fire Department had approved the structures being that close together. Mrs. Tull noted that the Fire System.

Mr. Jester noted that most homes are noncompliant in this area now so the new single family dwelling would be noncompliant as well. Mrs. Crenshaw responded in the affirmative. Mr. Jester questioned that the current structure is condemned. Mrs. Crenshaw responded in the affirmative. Mr. Jester questioned how long the applicants had owned the property. Mr. Wolfe responded that they had owned the property for two (2) years. Mr. Jester questioned if this would be their personal home. Mr. Wolfe responded in the affirmative. Mr. Jester questioned if they had spoken with the neighbors about demolishing the home and building a new house. Mr. Wolfe responded in the negative. Mr. Jester noted that he had looked up the property on Google Maps and a new single-family dwelling in this location would be an improvement to the neighborhood.

Mr. Torbert questioned if they had considered a narrower home plan. Mr. Wolfe responded that there are not a lot of options for house plans for this lot. There would be setback issues no matter what house design was used. The proposed single-family dwelling is similar in size to the existing house. Mr. Jester noted that the proposed dwelling is larger on all sides. Mr. Wolfe responded when the land was surveyed that they couldn't go larger without requesting setback variances on all sides. Mr. Jester questioned Staff if every side of the dwelling violated the City Code as it currently exists. Mrs. Crenshaw responded in the affirmative.

Mr. Torbert questioned if the Board could add conditions to their motion. Mrs. Ryan responded in the affirmative, explaining that the Board could add conditions as well as change the size of the variances.

Mr. Torbert explained that he had a problem allowing homes to be built 6 ft. away from each other. He noted that from a fire protection standpoint he was opposed and he only wanted the request to move forward if the Salisbury Fire Department approved. Mrs. Ryan explained that the Board can't approve a request based on another department's approval. The Board can postpone the case or continue the case until next month to get an opinion on fire safety. Mr. Ngwaba voiced his agreement



with Mr. Torbert's concerns. He suggested getting the City Fire Marshal's opinon or have the engineer rework the site layout and to include a driveway on the design. He also questioned if the City would be acceptable to parking along Delaware Avenue. Mrs. Crenshaw responded that the Fire Department would review this at the time of permit review. Mrs. Tull explained that the Fire Department will only review the sprinkler system application as it is a requirement for any new home to have a sprinkler system.

Mrs. Ryan explained that the variances are based on criteria listed in the Staff Report. Traffic is part of the criteria listed in number 7 and 8 of the Staff Report. Staff had no concerns regarding the traffic or any fire hazards. She advised the Board members to direct their questions to Staff.

Mr. Ngwaba noted that there needs to be consideration to improve public safety.

Mrs. Crenshaw stated that very few existing homes have driveways on Delaware Avenue. It appears that the street is wide enough to support parking on both sides of the road.

Mr. Torbert noted that the State and City fire codes require the new home to be sprinkled but it will still be a tight area for any Fire Department operations.

Mrs. Ryan advised the applicant that if the Board denies the request that they can't resubmit an application for a period of one (1) year.

Mr. Jester questioned Mr. Torbert what would be need to be supplied to adhere to the requirements. Mr. Torbert responded that if the Fire Department is okay then his concerns would be satisfied. Mr. Jester responded that he understood Mr. Torbert's concerns but the existing house is condemned and is a fire hazard. The applicants can request a continuance or the Board can vote on the request as submitted. Mr. Wolfe questioned who they would need to get approval from. Mr. Torbert responded that the City Fire Marshal or City Fire Chief would have to approve the request. There was continued discussion among the applicants. Mr. Torbert agreed that since the house has to be sprinkled that he would be satisfied with the request.

Upon a motion by Mr. Torbert, seconded by Mr. Ngwaba, and duly carried, the Board **APPROVED** a 14 ft. 5-inch front yard setback variance, two (2) 6 ft. 8.5-inch side yard setback variances, and a 16 ft. 2.5-inch rear yard setback variance to construct a new 24 ft. by 33 ft. residential home., based on the criteria listed in Section V(c) of the Staff Report.

The Board vote was as follows:

Miya Horsey	Aye
Maurice Ngwaba	Aye
Edward Torbert	Aye
Shawn Jester	Aye



* * * * *

Mrs. Tull noted that there would be a July meeting and possibly an August meeting and confirmed each member's availability.

* * * * *

ADJOURNMENT

With no further business, the meeting was adjourned at 7:08 p.m.

* * * * *

This is a summary of the proceedings of this meeting. Detailed information is in the permanent files of each case as presented and filed in the City of Salisbury Department of Infrastructure and Development Department.

Shawn Jester, Chair

Nick Voitiuc, Secretary to the Board

Beverly R. Tull, Recording Secretary



STAFF REPORT

MEETING OF JULY 10, 2025

Case No.	202500820
Applicant:	Yitzchok Rokowsky, Managing Member of Pemberton Manor, LLC
Property Owner:	Pemberton Manor, LLC
Location:	1017 Fairground Drive (1020 Fairground Drive)
	State City Tax Map: #0106 Parcel #1124, Grid #0013
Zoning:	R-5A Residential Zoning District
Requests:	Approval to alter a legal nonconforming use, specifically permission to remove a pool and create a picnic area in the R-5A Residential Zoning District located at 1017 Fairground Drive (1020 Fairground Drive).

I. SUMMARY OF REQUEST:

In accordance with Sections 17.16.040 and 17.16.080 of the Salisbury Municipal Code, requiring approval to change, alter or enlarge a nonconforming use, the applicant requests approval to remove the pool and create a picnic area. The picnic area will replace the pool.

II. ACCESS TO THE SITE AREA:

Pemberton Manor and its associated amenities, including the pool and proposed picnic area are accessed by Fairground Drive. (Attachment 2)

III. DESCRIPTION OF PROPERTY:

The property is 16 acres, divided by Fairground Drive which connects to Parsons and Marine Roads. The site contains multiple three story apartment buildings with a total of 209 units and a central active open space area.

IV. DESCRIPTION OF SURROUNDING AREA/NEIGHBORHOOD:

Pemberton Manor is located on the west side of Salisbury, southwest of Mitchell Pond and adjacent to the northeast boundary of the parcel containing Pemberton Elementary. The area



is primarily a mix of residential and commercial uses. The northwest and southeast boundaries are adjacent lots that are under the jurisdiction of Wicomico County.

V. EVALUATION:

(a) <u>Discussion</u>: The applicant was granted via special exception permission to construct an apartment project, known as the Pemberton Manor, in January 1972. Although, apartment projects are now a permitted use on this site, Pemberton Manor is not compliant with the apartment code and is considered a legal nonconforming use.

Section 17.16.040C of the Zoning Code indicates that "A nonconforming use may not be changed to another nonconforming use, extended or enlarged without approval of the Board of Appeals in accordance with Article II of this chapter."

(b) <u>Impact</u>: The removal of the pool will not have an impact on the surrounding community.

(c) <u>Relationship to Criteria</u>:

Section 17.16.080 of the Salisbury Municipal Code contains the criteria the Board should consider when approving changes, alterations or enlargements of a nonconforming use or structure. Staff finds that this request complies with the criteria as follows:

[1] The intensity of the existing use relative to the district in which it is located, the scale of the change or enlargement in relation to the intensity of the use and whether it will have serious negative effects on the surrounding area, depreciating property values.

Removal of the pool and addition of a picnic area will not enlarge or increase the intensity of the use. No negative effects are anticipated to the surrounding area.

[2] Whether the change, alteration or enlargement is of benefit to or in the best interest of the community or surrounding area, such as providing additional employment or housing for the community or services to a neighborhood.

No significant effect on the community and surrounding area, adverse or beneficial, is anticipated. The removal of the pool replaces one tenant amenity with another.



[3] Existing or possible traffic and parking problems and how they can be reduced or minimized.

There will be no impact to traffic and parking.

[4] Screening, buffering or architectural improvements which may make the use more compatible with the surrounding area.

The proposal to remove the pool and add a picnic area is not incompatible with the surrounding area. Screening, buffering or architectural improvements are not considered necessary.

[5] Whether the change, alteration or enlargement will upgrade or improve the existing nonconforming use, such as change to a less-intensive use, change in operation, structural changes or redesign of the site relative to parking areas, entrances, exits, loading or unloading and traffic flow.

The removal of the pool and addition of the picnic area is an improvement.

VI. **RECOMMENDATION:**

Based on the evaluation against the criteria contained in this Staff Report, staff recommends **approval** of the applicant's request to alter a legal nonconforming use, specifically to remove the pool and replace with a picnic area.

City of Salisbury

Board of Appeals 125 N. Division Street Salisbury, MD 21801

Re: Request for Pool Removal at 1017 Fairground Drive, Salisbury, MD 21801

Board of Appeals:

We are submitting this letter to formally request approval for the removal of the existing pool located at 1017 Fairground Drive, Salisbury, Maryland 21801. Following multiple discussions with Township officials, we understand that board approval is required, and we are proceeding accordingly.

The proposed plan is to fill the existing pool with dirt and convert the area into a secure and inviting picnic space for residents. This redesigned area will serve as a safe and functional amenity for tenants to enjoy. We believe this enhancement will foster a more relaxing and community-focused environment.

Please see the attached application and a rendering of the proposed area for your review.

We respectfully request the City's approval to proceed and are happy to provide any additional documentation or clarification as needed.

Thank you for your time and consideration.

Sincerely,

Pemberton Manor LLC

Attachment #1

City of Salisbury Department of Infrastructure & Development 125 N. Division Street, Room 202 Salisbury, MD 21801 (410) 548-3130

TO:	Nicholas Viotiuc, Director Secretary to the Board of Appeals	
SUBJ	ECT:	
🗌 Sp	ecial Exception Variance Administrative	
X No	onconforming (UseLotStructure) AppealOther	
А.	APPLICANT: Pemberton Manor LLC	
	PHONE: (732) 415-6018 FEE PAID: \$150 - City	
B.	LOCATION OF PROPERTY INVOLVED:1017 Fairground Drive, Salisbury, Maryland 21801	
C.	PROPERTY OWNER: Pemberton Manor LLC	
D.	EXPLANATION OF REQUEST:	
	1. Code Requires:	
2. Proposed: Removal of pool via filling with dirt and creating a picnic area		
	3. Action Required:	
E.	APPLICABLE SECTIONS OF ZONING CODE:	
F.	CERTIFICATION: I hereby certify I denied issuance of a Building Permit on _1017 Fairground Drive based upon the above information, and that the applicant desires to have his case heard by the Salisbury Board of Appeals.	

Betsy Jackson City Planner

City of Salisbury Department of Infrastructure & Development 125 N. Division Street, Room 202 Salisbury, MD 21801 (410) 548-3130

NOTICE TO SALISBURY BOARD OF ZONING APPEALS APPLICANTS

Effective May 1, 2010, applicants submitting requests to be heard by the Salisbury Board of Appeals will be billed for the advertising charges for the public hearing notice that is run in The Daily Times. This notice is required by Section 17.04.150.B.1 which states:

B. Newspaper Advertising. All proceedings under the terms of this title requiring a public hearing shall be advertised at least once in a newspaper of general circulation, as follows:

> 1. A variance, special exception, change in nonconforming use, ordinance permit or other such appeal shall be advertised ten days prior to the scheduled hearing;

The billing notice will be provided at the time the hearing notification letter is sent out and is due prior to the public hearing date.

I have read the above notice and understand that I will be billed for The Daily Times charges for my Salisbury Board of Appeals application.

witchel Rehoraly

(signature of applicant)

4/30/2025 (date)

City of Salisbury Department of Infrastructure & Development 125 N. Division Street, Room 202 Salisbury, MD 21801 (410) 548-3130

TO: Nicholas Voitiuc, Director Secretary to the Board of Appeals

SUBJECT:

DATE:

CERTIFICATION OF APPLICANT

In accordance with Section ______, of the City's Zoning Code, I hereby request a hearing before the Salisbury Board of Appeals to:

I certify that I have paid all advertising fees necessary for the public hearing in this matter to a representative of the City of Salisbury Department of Infrastructure & Development. I also acknowledge that additional application fees will be assessed by the City of Salisbury Department of Infrastructure & Development prior to my case being scheduled for official action by the Board.

I certify that my interest in the property is as follows:

It is my understanding that the property involved will be posted with a Public Notice and I agree to allow the posting and property inspection, if applicable.

	Very Truly Yours,		
WITHDRA	WL NOTICE		
Withdraw	Postpone		
		Date	
	Withdraw	WITHDRAWL NOTICE	



Attachment #2



SCHEDULE B-II ITEMS

- (8)
- (9) 9. All incidents on a Piol tilled "Forground Property at Salabury Maryland" as mill forth in Piat Book No. 250, Page 21, AFFECTS INS, SALACT REPORTING BARNET IN NATURE.
- 10. All matters as set forth an a survey titled "Forground Property at Salabury Dries" as set forth in Plot Bosk No. 786, page 27. AFFECTS THE SUBJECT PROPERTY BLANKET IN NATURE
- 11. Dated of Ecoement to the City of Schabury dated September 20, 1974 and recorded October 16, 1974 in Liker 528, Pope 971. AFFECTS THE SUBJECT PROPERTY PLOTIED AND SHOWN HEREON
- (12) 12. Undergraund Right of Ney Agreement to Delinaries Power & Light Company of page 574 APPEnt disted Journy 20, 1975 and recorded February 18, 1975 in Liber 833, page 1975 The Subject PROPERTY ~ BLANKET IN NATURE.
- 13. Right of Ney Crant to The Disaspeake and Potonac Telephone Company at Maryland dated April 11, 1975 and recorded April 29, 1975 in Liber 836, page 358. NAX AFECT THE SUBJECT PROPERTY REFERENCED PLAN NOT ATTACHED OR PROVIDED.
- 14. Conditions as set forth in a Quitcloim Deed dated March 25, 2002 and recorded April 4, 2002 in Uber 1914, page 282. AFRECTS THE SUBJECT PROPERTY PLOTED AND SHOWN HEREON

BASIS OF BEARINGS

The meridion for all bearings shown herean is N 40730'29" W as the Westerly line of the Subject Property as described in Plat Book 3, Page 107, zox County Records.

SIGNIFICANT OBSERVATIONS

At the time of survey, there were no visible encroachments on the subject property.



RECORD DESCRIPTION

SHEET 1 OF 2

The Land is described as follows:

All those certain tots or parceles of land situate, lying and being in Salmbury, Wicomico County, Waryland, and mare particularly described as follows:

Lot No. 3:

Bigining at a conorta morument found at the interaction of the Southwest side of First Street, 30 ft, wide, with the Southwest side of South Street, 30 ft, wide, both streets as streen on the sist of the Forsymon Property an recorded among the Lond Records of Micromio County, 60 in 1649 FM 252, 60; 607 ; and sport asso being on the Richters and morely the south Records of Micromio Records in Pict Book 74, picts 322 and 326; themce from the safe sport of beginning and numbers with the southwest of Micromio Hondrice S232371% a disease al 3M4351. It is point, themas by a first 557 if 327 will a distance al 326, 810 and 1997 will be a street al 325. It is a point more by a first 547 271% of distance of 350,00 ft, to the Pict of a core honly a robus of 250,000, hence by a line 14 47 227 327 is distance of 725.827 ft, to the point in the basis and read street and 173355 ft. Is a point, themes by a line 1, 540 '07 30' 297 is distance of 725827. It is distance of 725857 ft. Is a beint and the south the so

Lot No. 1:

Let No 1: Beginning of a P.K. soil at the Southerly terminus of the division fire between Let 1 and Let 3 described herein and lying also herein data and the Northwest line of Wester Markov and Soll. The Northwest line of Wester Heights as recorded among the Letof Records in PHz Book 74, pbls 522 thereo from sed point of and Soll. Thereo, term sed point of beginning and running with add horthwest line of Wester Heights, 5 37 141 37% of bittance of 3025 H. It is a paint, thereo by a line 5 447 37 27% of address of 22242 h. It is a point, thereo by a line 14.70 327% of distance of 30235 H. It is a point, taking of line 5 447 372 37°C a distance of 30206 H. It is point, thereo by a line 5 477 35 27% of address of 22937 H. It is a point, soll point being the Soll 17% of 27% of Line or point. Thereo by a line 5 477 35 27% of address of 22937 H. It is a point, soll point being the Soll 17% of 27% of Line or point. Thereo by a line 5 477 35 27% of address of 27937 37% is distance of 17325 H. It is a point, add point being the P.C. of a curve hereing in motion there there is the origon of the soll 25000 first and 22000 fir Line are, distance of 3027 H. It o advance of 30237 H.

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