

**CITY-COUNTY PLANNING BOARD
STAFF REPORT**

PETITION INFORMATION			
Docket	W-3676		
Staff	Marc Allred		
Petitioner(s)	Concrete Supply Co., LLC		
Owner(s)	Same		
Subject Property	PIN 6845-66-1127		
Address	2840 Lowery Street		
Type of Request	Elected Body Special Use Permit request for the expansion of an Asphalt and Concrete Plant use in the GI Zoning District. NOTE: A Special Use Permit may only be issued when the City Council affirms all findings of fact as outlined in Section 3.2.13.E.6 of the UDO.		
GENERAL SITE INFORMATION			
Location	South side of Lowery Street, between Stedman Street and Boulder Park Road.		
Jurisdiction	Winston-Salem		
Ward(s)	East		
Site Acreage	± 11.13 acres		
Current Land Use	2840 Lowery Street is currently operating as a concrete plant. The plant is proposed to be expanded towards the railroad tracks abutting the southern portion of the property. The proposed plan includes six silos, a control room, an unloading equipment building, and an internal gravel access drive.		
Surrounding Property Zoning and Use	Direction	Zoning District	Use
	North	GI	Manufacturing A and Warehousing
	East	GI	Manufacturing A
	South	GI and IP	Railroad right-of-way and Salem Creek Greenway
	West	GI	Wholesale Trade A
Physical Characteristics	The site is developed with a combination of paved and gravel surface areas used for equipment circulation, material storage, and truck loading/unloading. Development is centralized on the parcel, with structures and operational areas set back from the surrounding wooded edges of the property. The property slopes from the northeast to the southwest.		
Proximity to Water and Sewer	Public water and sewer are available to the site.		
Stormwater/ Drainage	There are no anticipated stormwater or drainage concerns for the site. The runoff from this site drains away from Salem Lake.		

Analysis of General Site Information	The 11.13-acre site is situated within an established industrial area. The site is operating as an Asphalt and Concrete Plant and is zoned GI (General Industrial), which supports the existing use and proposed expansion. The petitioner is requesting to expand the operational area of the Asphalt and Concrete plant southward to the railroad tracks abutting the property, adding six silos, a control room, an unloading equipment building, and internal gravel drive access. The proposed expansion will allow the facility to utilize the existing rail spur connection on site.				
SITE ACCESS AND TRANSPORTATION INFORMATION					
Street Name / Rail Line Name	Classification	Street/Rail Maintenance	Frontage	Average Daily Trip Count	Capacity at Level of Service D
Lowery Street	Collector Street	WSDOT	505'	3,200	N/A
Norfolk Southern K Branch	Active Rail Line	Norfolk Southern	715'	N/A	N/A
Proposed Access Point(s)	Currently, there are two access points to the site from Lowery Street. The applicant is proposing access to Norfolk Southern's K Branch Line via a rail spur line located interior to the site.				
Proposed Road Improvements	There are no required or proposed road improvements associated with this request.				
Trip Generation - Existing/Proposed	There is no estimated change in trip generation, as there is no change in building size associated with this use. The ability to use the rail spur on site to transport materials could potentially reduce the amount of truck traffic entering and exiting the site.				
Sidewalks	No sidewalks currently exist or are proposed along Lowery Street.				
Transit	There are no transit stops in the vicinity of the site.				
Analysis of Site Access and Transportation Information	The subject property is accessed from Lowery Street, a collector street. The expansion will include access to the active Norfolk Southern K Branch rail line along the southern property line via a rail spur already constructed on the site. The proposed expansion will allow using this existing rail infrastructure for materials transportation. Accordingly, the expansion is not anticipated to significantly increase the property's vehicular trip generation rate.				
SITE PLAN COMPLIANCE WITH UDO REQUIREMENTS					
Building Square Footage	Square Footage	Placement on Site			
	N/A	<ul style="list-style-type: none"> • Three proposed silos in the southern portion of the site adjacent to the existing rail spur, and three silos in the middle of property. • One equipment storage building, one control room, and scales adjacent to the rail spur. 			
Parking	Required	Proposed	Layout		
	N/A	N/A	N/A		

Building Height	Maximum	Proposed
	Proposed Silos: No limit	44'
Impervious Coverage	Maximum	Proposed
	No limit	37.57%
UDO Sections Relevant to Subject Request	<ul style="list-style-type: none"> • Section 4.7.2: GI General Industrial District • Section 5.2.9: Asphalt and Concrete Plant Use-Specific Standards 	
Complies with Section 3.2.11	(A) <i>Forward 2045 policies:</i>	Yes.
	(B) <i>Environmental Ord.</i>	N/A
	(C) <i>Subdivision Regulations</i>	N/A
Analysis of Site Plan Compliance with UDO Requirements	<p>The site plan complies with the dimensional standards of the GI (General Industrial) Zoning District. Section 5.2.9 of the UDO requires a 500-foot setback from specified residential or institutional uses and/or zoning districts, which the existing Asphalt and Concrete Plant use on the site does not meet; however, the use existed at this location before that provision was added to the UDO and is therefore considered legally nonconforming. Per UDO Section 9.2.3, legally nonconforming uses are allowed a one-time expansion of up to twenty-five (25) percent of the existing floor area or cubical content of the building(s) on site. The proposed expansion conforms with these provisions and no further expansions to the use would be allowed.</p> <p>Three of the six proposed silos are located to utilize the existing rail spur adjacent to the southern boundary of the site. Approval of an Elected Body Special Use Permit for expansion of an existing Asphalt and Concrete Plant in GI zoning is required to comply with the use-specific provisions of the Ordinance.</p>	
CONFORMITY TO PLANS AND PLANNING ISSUES		
Forward 2045 Growth Management Area	Growth Management Area 2 - Urban Neighborhoods	
Relevant Forward 2045 Recommendations	<ul style="list-style-type: none"> • Retain companies that employ a variety of individuals with different backgrounds, skillsets, interests, and educational attainment. • Promote economic opportunities, including business development sites, at beltway interchanges to foster development in underrepresented areas. 	
Relevant Area Plan(s)	<i>East / Northeast Winston-Salem Area Plan Update (2016)</i>	

Area Plan Recommendations	<ul style="list-style-type: none"> • The proposed land use map recommends industrial uses for the site. • Economic development efforts should be compatible with existing development and should include improvements to existing facilities such as rail. • Improve or preserve the water quality of area creeks by protecting the natural stream corridors.
Site Located Along Growth Corridor?	No.
Site Located within Activity Center?	No.
Other Applicable Plans and Planning Issues	<p>The City Council shall issue a special use permit only when the City Council makes an affirmative finding as follows (<i>Planning staff comments in italics</i>):</p> <p><u>City Council Findings:</u></p> <ol style="list-style-type: none"> 1. That the use will not materially endanger the public health or safety if located where proposed and developed according to the application and plan as submitted and approved. (<i>Yes, the subject request should not materially endanger public health or safety</i>). 2. That the use meets all required conditions and specifications. (<i>Yes, the subject request will meet the minimum requirements of the UDO</i>). 3. That the use will not substantially injure the value of adjoining or abutting property, or that the use is a public necessity; (<i>Planning staff does not have the expertise to make property value determinations</i>) and, 4. That the location and character of the use, if developed according to the application and plan submitted and approved, will be in harmony with the area in which it is to be located and in general conformity with Forward 2045. (<i>Yes, the request will promote economic opportunities within the community and will allow an existing company to remain and grow</i>).
Addressing	The property’s address will remain 2840 Lowery Street
Rezoning Consideration from Section 3.2.19 A 16	Have changing conditions substantially affected the area in the petition?
	No
	Is the requested action in conformance with <i>Forward 2045</i>?
Yes	

<p>Analysis of Conformity to Plans and Planning Issues</p>	<p>The request for an Elected Body Special Use Permit would allow an existing Asphalt and Concrete Plant to expand its operations. This expansion will allow for the utilization of an existing railroad spur line for materials transport to and from the site.</p> <p><i>Forward 2045</i> supports the retention and expansion of existing employment centers when such development is compatible with surrounding land uses. The proposed expansion does not introduce a new use or intensify industrial activity outside of the boundary of the existing site - rather, it allows an existing Asphalt and Concrete Plant to improve operational efficiency at its current location.</p> <p>The <i>East / Northeast Winston-Salem Area Plan Update (2016)</i> specifically recommends industrial land uses for this parcel and encourages reinvestment in existing industrial facilities. The proposal aligns with both the comprehensive plan and area plan recommendations.</p> <p>The request also supports adopted policies that encourage the preservation and enhancement of rail infrastructure as an economic development asset. Shifting a portion of material transport from trucks to rail may potentially reduce truck traffic on local streets, which is consistent with transportation efficiency goals outlined in <i>Forward 2045</i>.</p>	
<p>CONCLUSIONS TO ASSIST WITH RECOMMENDATION</p>		
<p>Positive Aspects of Proposal</p>	<p>Negative Aspects of Proposal</p>	
<p>The request will allow for more efficient use of an existing Asphalt or Concrete Plant in an industrial area.</p>	<p>Expansion of this use could impact water quality on a site directly adjacent to the Salem Lake Reservoir Protection Area. However, the site appears to drain away from the Salem Lake basin.</p>	
<p>Direct rail access to the site will reduce the amount of truck traffic that would otherwise be generated by the site.</p>		
<p>The special use permit request appears to meet findings 1, 2, and 4.</p>		
<p>SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL</p>		
<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"> • <u>OTHER REQUIREMENTS:</u> <ol style="list-style-type: none"> a. Approval of this request shall constitute the one-time expansion of a non-conforming use allowed in UDO Section 9.2.3, and no additional development shall be allowed on-site. 		

STAFF RECOMMENDATION: Approval

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.**

**CITY-COUNTY PLANNING BOARD
PUBLIC HEARING
MINUTES FOR W-3676
MARCH 12, 2026**

Marc Allred presented the staff report.

MOTION: Walter Farabee recommended approval of the zoning amendment.

SECOND: Salvador Patiño

VOTE:

FOR: Walter Farabee, Jason Grubbs, Clarence Lambe, Salvador Patiño, Dixon Pitt,
Lindsey Schwab, Brenda Smith, Jack Steelman

AGAINST: None

EXCUSED: None

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