

**CITY-COUNTY PLANNING BOARD  
STAFF REPORT**

PETITION INFORMATION			
<b>Docket</b>	W-3671		
<b>Staff</b>	<a href="#">Marc Allred</a>		
<b>Petitioner(s)</b>	Goldwater Holding, LLC D/B/A Eagle Properties		
<b>Owner(s)</b>	Same		
<b>Subject Property</b>	Portion of PIN 6833-36-2083		
<b>Address</b>	0 Arnold Avenue		
<b>Type of Request</b>	Special Use Limited rezoning from RM8-S to LI-L		
<b>Proposal</b>	The petitioner is requesting to amend the Official Zoning Map for the subject property <b>from</b> RM8-S (Residential Multi-Family, maximum 8 units per acre <b>to</b> LI-L (Limited Industrial – Special Use Limited zoning). The petitioner is requesting the use Signs, Off-Premises.		
<b>Neighborhood Contact/Meeting</b>	A summary of the petitioner’s neighborhood outreach is attached.		
<b>Zoning District Purpose Statement</b>	The LI District is primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial and service activities which, in their normal operations, have little or no adverse effect upon adjoining properties. The district is established to provide locations for industrial development in GMAs 1, 2, 3 and 4 and Metro Activity Centers.		
<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>Yes. The requested LI-L district is intended to accommodate limited industrial and related commercial activities that have minimal adverse impacts on surrounding properties. The proposed use, Signs, Off-Premises (commonly referred to as billboards), is consistent with this intent as it does not generate significant traffic, noise, or other external impacts associated with typical industrial uses. The primary impacts of this use are visual in nature, and such impacts are generally mitigated through locational and dimensional requirements within the UDO.</p>		
GENERAL SITE INFORMATION			
<b>Location</b>	Southwest intersection of Interstate 285 and Arnold Avenue.		
<b>Jurisdiction</b>	Winston-Salem		
<b>Ward(s)</b>	Southeast		
<b>Site Acreage</b>	0.23 Acres		
<b>Current Land Use</b>	The site is currently an undeveloped, wooded lot.		
<b>Surrounding Property Zoning and Use</b>	<b>Direction</b>	<b>Zoning District</b>	<b>Use</b>
	North	RS9	Single-family homes
	East	RM8-S	Interstate highway
	South	RM8-S	Undeveloped land
	West	RM8-S	Undeveloped land

Rezoning Consideration from Section 3.2.19 A 16	Is/are the use(s) permitted under the proposed classification/request compatible with uses permitted on other properties in the vicinity?					
	No, LI zoning is not found within the vicinity of the site and off-premises freestanding signs are not allowed in any of the nearby zoning districts.					
Physical Characteristics	The undeveloped site drops off approximately 10 feet between Arnold Avenue and the northern property boundary. From the northern boundary line, the property continues to slope toward the south.					
Proximity to Water and Sewer	The site has access to public water from Arnold Avenue. The closest public sewer is 280 feet west of the site on South Main Street.					
Stormwater/ Drainage	There are no known stormwater issues related to the site.					
Watershed and Overlay Districts	The site is not located within a water supply watershed.					
Analysis of General Site Information	The subject property consists of an approximately 0.23-acre undeveloped, wooded lot located at the southwest intersection of Interstate 285 and Arnold Avenue. The site is currently zoned RM8-S and is surrounded primarily by the same RM8-S zoning, which is intended to accommodate multifamily residential uses.					
	Topographically, the property drops approximately ten feet from Arnold Avenue to the northern boundary of the property before sloping further southward. Stormwater runoff from the property drains to the south, and no known stormwater issues have been identified.					
RELEVANT ZONING HISTORIES						
Case	Request	Decision & Date	Direction from Site	Acreage	Recommendation	
					Staff	CCPB
W-3531	LB to RM8-S	Approved 8/2/2022	Includes subject property	4.64	Approval	Approval
W-2673	LB-S to RM12	Approved 5/3/2004	West	13.07	Approval	Approval
W-2593	LB to HB-S	Approved 2/3/2003	Northwest	2.48	Denial	Denial
SITE ACCESS AND TRANSPORTATION INFORMATION						
Street Name		Classification	Street Maintenance	Frontage	Average Daily Trip Count	Capacity at Level of Service D
Arnold Avenue		Collector Street	WSDOT	100’	N/A	N/A
Interstate 285		Freeway	NCDOT	100’	45,500	61,200
Proposed Access Point(s)		No access points onto this property currently exist.				
Proposed Road Improvements		No road improvements are proposed.				

<b>Trip Generation - Existing/Proposed</b>	<p>Existing Zoning: RM8-S One potential townhouse unit x 5.81 (Residential Condominium/Townhouse Trip Rate) = 5.81 Trips per Day</p> <p>Proposed Zoning: LI-L The proposed use, Signs, Off-Premises, does not generate regular vehicle trips.</p>
<b>Sidewalks</b>	There are no sidewalks on Arnold Avenue.
<b>Transit</b>	Public transit is not available in this area.
<b>Connectivity</b>	The request does not propose any opportunities for connectivity to adjacent properties.
<b>Analysis of Site Access and Transportation Information</b>	<p>The subject property fronts on approximately 100 feet of Arnold Avenue, a city-maintained collector street, and approximately 100 feet of Interstate 285, a state-maintained freeway. No access currently exists to the site, and none is proposed in this request.</p> <p>Trip generation under the existing RM8-S zoning would be minimal, with one potential townhouse dwelling producing approximately 5.81 trips per day. The proposed use, Signs, Off-Premises, would not generate any regular trips and therefore would not add measurable traffic to the adjacent road network.</p>
<b>CONFORMITY TO PLANS AND PLANNING ISSUES</b>	
<b>Forward 2045 Growth Management Area</b>	Growth Management Area 3 – Suburban Neighborhoods
<b>Relevant Forward 2045 Recommendations</b>	<ul style="list-style-type: none"> <li>• Redevelop underutilized or vacant properties for economic development.</li> <li>• Encourage the preservation of urban viewsheds when reviewing development proposals.</li> </ul>
<b>Relevant Area Plan(s)</b>	<i>South Suburban Area Plan Update (2018)</i>
<b>Area Plan Recommendations</b>	<ul style="list-style-type: none"> <li>• The Proposed Land Use Map recommends the subject property for Office/Low-Intensity Commercial Uses.</li> <li>• Industrial development should be concentrated in designated industrial areas.</li> <li>• Encourage and support the redevelopment/rehabilitation of existing older/underutilized commercial and industrial sites.</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>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>Forward 2045</i>?</b>
	No
<b>Analysis of Conformity to Plans and Planning Issues</b>	<p>This request proposes the rezoning of an undeveloped 0.23-acre site from RM8-S to LI-L for the purpose of allowing the use Signs, Off-Premises. The subject property previously contained a legally nonconforming off-premises sign, which existed when the site was zoned LB. When City Council rezoned the site to RM8-S in 2022 to permit a townhouse development at a maximum density of eight units per acre, the legally nonconforming billboard was allowed to remain.</p> <p>Following rezoning, the petitioner inquired with staff about replacing the existing billboard with a newer, more modern billboard. Staff informed the petitioner that the UDO allows replacement of nonconforming structures (such as billboards) within two years of removal. Based on this information, the billboard was removed. NCDOT denied the request for a replacement billboard, however, since the property was now zoned for residential use. As the sign has been gone for more than two years at this point, its legal nonconforming status has expired. The current request seeks to re-establish an off-premises sign under an industrial zoning classification.</p> <p>The <i>Forward 2045</i> plan encourages the redevelopment of underutilized or vacant properties for economic development purposes but also emphasizes the importance of preserving urban viewsheds. Similarly, the <i>South Suburban Area Plan Update</i> (2018) recommends that industrial development be concentrated within designated industrial areas and identifies the subject property for Office/Low-Intensity Commercial use. The site is currently zoned RM8-S for a low-density attached residential development. The site is not located along a designated growth corridor or within an activity center.</p> <p>While the request would technically redevelop an underutilized parcel, the proposed LI-L zoning is inconsistent with both <i>Forward 2045</i> and the <i>South Suburban Area Plan Update</i>. The introduction of industrial zoning along a residential street would not align with adopted land use compatibility or viewshed preservation goals. Furthermore, staff is concerned that allowing the Signs, Off-Premises use here could set a precedent for additional billboard requests in similar contexts, further undermining the Plan's viewshed preservation recommendations. The concern applies equally to any commercial district that permits the Signs, Off-Premises use.</p>

	As the request is inconsistent with the adopted land use plan, does not reflect the established character of the surrounding area, and presents significant compatibility challenges, staff would recommend denial of this request.
CONCLUSIONS TO ASSIST WITH RECOMMENDATION	
Positive Aspects of Proposal	Negative Aspects of Proposal
The request would make use of an undeveloped vacant parcel.	The proposed LI-L zoning is inconsistent with the <i>South Suburban Area Plan Update</i> , which recommends Office/Low-Intensity Commercial uses for the subject property.
The proposed Signs, Off-Premises use generates limited vehicular traffic.	Introducing industrial zoning on Arnold Avenue would be inconsistent with the residential character of the street.
	The proposed use would negatively impact the surrounding viewshed and undermine the Area Plan's recommendation for preserving the visual quality of the area.
SITE-SPECIFIC RECOMMENDED CONDITIONS OF APPROVAL	
<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>PRIOR TO ISSUANCE OF SIGN PERMITS:</u></b> <ul style="list-style-type: none"> <li>a. A Staff Change of the approved site plan for case W-3531 will be required to remove all structures which encroach on the proposed LI-L parcel.</li> </ul> </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-3671**

### **NOVEMBER 13, 2025**

Marc Allred presented the staff report.

Chair Grubbs asked about the reasons for NCDOT's denial of the permit for the proposed billboard at the site, to which Mr. Murphy stated that NCDOT's billboard standards only allow such signs in nonresidential zoning. Mr. Murphy explained the chronological history of development on this site, including how the nonconforming provisions of the UDO impacted the previous billboard on the site.

#### **PUBLIC HEARING**

FOR: Jacob Taylor

- Mr. Taylor provided a brief overview of the proposed rezoning request.

AGAINST: None

Mr. Pitt asked the petitioner how an approval of the rezoning request would contribute to providing affordable housing, to which Mr. Taylor explained that revenue generated by the billboard would help his company fund development of affordable housing in the City.

#### **WORK SESSION**

MOTION: Clarence Lambe recommended that the Planning Board find that the request is inconsistent with the comprehensive plan.

SECOND: Salvador Patiño

VOTE:

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

AGAINST: None

EXCUSED: None

MOTION: Clarence Lambe recommended approval of the ordinance amendment.

SECOND: Jack Steelman

Ms. Schwab requested further clarification regarding the nonconforming status of the previous billboard on the site, including height and size limitations, lighting requirements, and the placement of the billboard. Mr. Murphy explained the differences between the rights afforded under the UDO's nonconforming provisions and the rights applicable to a new billboard. Staff and Board members discussed the impact of the sign's height and orientation in relation to neighboring residences.

Mr. Lambe asked whether the Board could apply a condition requiring any new billboard to be consistent with the specifications of the previous nonconforming billboard on the site. Mr. Pitt stated that he is opposed to billboards along this corridor. Mr. Murphy noted that the applicant would need to consent prior to any conditions before a motion is made, and Mr. Taylor indicated he was amenable to the conditions proposed by Mr. Lambe.

MOTION: Clarence Lambe recommended approval of the ordinance amendment with a requirement that any new billboard constructed on the site would be consistent with the specifications of the previous nonconforming billboard.

SECOND: Salvador Patiño

VOTE:

FOR: Walter Farabee, Haley Gingles, Jason Grubbs, Clarence Lambe, Salvador Patiño, Lindsey Schwab, Jack Steelman

AGAINST: Dixon Pitt

EXCUSED: None

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