

COMMITTEE OF THE WHOLE
Tuesday, September 23, 2025
8:30 A.M.

Present: Mayor Joe Gibbons, Mayor Pro-Tem David Stevens, Jonathan Beal, Ike Perkins, Todd Perdue, Ralph Prestwood, Kimmie Rogers, Chrissy Thomas, City Attorney Timothy Rohr

Staff Present: City Manager Scott Hildebran, City Clerk Lauren Hartley, Finance Director Donna Bean, Planning Director Hannah Williams, Public Services Public Works Director Jon Hogan, Fire Chief Norman Staines, Community Engagement Coordinator Ashley Smith, Interim Director of Special Projects & Grants & Risk Management/Purchasing David Coffey, Communications & Public Information Director Joshua Harris, Police Chief Andy Wilson, Economic & Main Street Director Brenda Floyd, Public Services Public Utilities Director Jeff Church, Parks and Recreation Administrative Assistant Juliana Tripician.

Absent: Parks & Recreation Director Phil Harper

I. CALL TO ORDER

Mayor Pro-Tem David Stevens welcomed everyone and called the meeting to order.

II. CITIZEN COMMENT

There were no citizen comments presented at this time.

III. COMMUNITY DEVELOPMENT

- A. City Attorney TJ Rohr spoke about Commercial/Non-residential building maintenance. City council would have to pass an ordinance to lay out guidelines on this matter. The legal authority we have under 160D-1129 regulations authorizes us to require registration, maintenance, and repair, and to mandate closing and eventually demolition of non-residential buildings or structures. General police powers granted by the state allow local governments to regulate public nuisance for commercial buildings. This can include aesthetic maintenance. Beyond purely legal issues, Rohr also discussed issues at the General Assembly level, including House Bill 926 Regulatory Reform Act of 2025, which if passed could impact this type of code enforcement. He also discussed the need for staff training to insulate against possible appeals and reversals by superior court judges on review. He reminded the council that it would need to show political will should property owners express displeasure. He also suggested that without public investment in infrastructure, such as streetscape and park improvements, attempts to enforce building maintenance could be unpopular.

Planning Director Hannah Williams stated we would need a local ordinance passed and possibly hire a code enforcement firm. The ordinance would come before City Council for two public hearings. Chapter 4 of the Lenoir Code of Ordinance delegates this enforcement to the Caldwell County Building Inspector. This chapter is out of sync with

the NC Building Code and includes some minimum standards for non-residential buildings. Caldwell County Building Inspections does not enforce these in Lenoir.

Planning Director Hannah Williams suggested the following:

- Revert minimum standards for non-residential buildings enforcement to Lenoir Planning Department.
- Revamp minimum standards ordinance to meet current statutes.
- Consider expanding public nuisance to commercial maintenance.
- Obtain training for Code Compliance.

Council and Mayor were in favor of pursuing this matter.

Planning Director Hannah Williams stated she will contact the code enforcement consultants on pricing to come before Council to discuss.

The Planning Board met on Monday, August 25. Director Williams stated the Board met to discuss an ordinance amendment for the B-7 zoning district. This will go before City Council on October 7.

The following will be discussed at the Monday, October 13 Planning Board meeting:

- Rezoning case for the Palisades Apartments, phase 2.
- Zoning Ordinance Amendment to allow non-conforming lots created prior to Lenoir Zoning.
- Downtown sidewalk use ordinance.

- B. The Lenoir Tourism Development Authority met on Thursday, August 7. Minutes of the May 29 meeting are submitted as information.

Economic & Main Street Director Brenda Floyd stated the Lenoir Business Advisory Board will meet on Thursday, October 9 for a board training/learning session. This training is to refresh the purpose of Main Street and general education.

Economic & Main Street Director Brenda Floyd gave the following update:

- Downtown Spooktacular - October 31, 4:00-6:00 p.m.
- National Night Out - October 7
- National Guard 1450 Homecoming - November 2
- Lenoir Lights the Way Holiday Season - November 21 - January 4, 2026
- Light Up Lenoir - November 20, 5:00 - 7:30 p.m.
- Storytime with Mrs. Claus - November 21, 7:00 p.m.
- Merry Market on Main - November 22, 10:00 a.m.-6:00 p.m.
- Lenoir's Night of Light Parade - December 5, 6:00-9:00 p.m.
- Carriage Rides- December 18 - December 20, 6:00-9:00 p.m.

Mayor Gibbons shared the America 250 lighted sign will be on Hibriten Mountain starting tonight, September 23.

City Manager Scott Hildebran stated the City is soliciting sponsorship donations for The Campus project.

- C. Parks & Recreation Advisory Board: The Parks & Recreation Advisory Board met on Monday, September 15.

Parks and Recreation Administrative Assistant Julian Tripician gave the following update:

- The shelter and room rentals at Mulberry Recreation have picked up.
- Youth/Adult pickle ball and open gym are going well.
- Fee programs are going strong with full classes.
- The Sculpture Celebration was a success with 40 vendors.
- Two blood drives were held in September.
- The restrooms at the J.E. Broyhill park will only be open Monday-Friday, 8:00-5:00 p.m.
- They are down two full-time staff.
- Adult softball starts on the September 29.

IV. PUBLIC SAFETY

- A. Police Department –Andy Wilson, Police Chief gave the following update:

- They are actively working on installing the Flock Camera System.
- Red Roof has implemented several of the requirements of the nuisance consent order and getting the area cleaned up.
- Employment - currently three candidates in background checks to hire, two vacant Communication positions.
- The Canine Academy starts September 23.
- Chief Wilson has been in discussion with County officials for the merger with the City and County Communications Centers.
- Looking into having more of a civilian presence at the greenway, this will be a non-sworn position.

- B. Fire Department – Norman Staines, Fire Chief gave the following update:

- Staffing: Will have six openings in suppression at end of month with the two pending retirements. Applications are slow in being submitted with very few meeting our minimum requirements.
- Fire Prevention request are on-going with schools and daycares. As an expansion to our Fire Prevention program, I have requested Chief Sturgis reach out to some currently underserved “high-risk” locations such as Koinonia, Arbor Glen and the Thrive Center.

- The Fire Department will be conducting a live burn this Saturday at 1110 Powell Road.
- The UTV and foam system purchased with HB 1012 funds have arrived.
- Annual hydrant inspections and testing are complete with the exception of some that must be done in coordination with Public Works.
- North Carolina Rating and Response- areas of improvement are being enhanced to help ensure our Insurance Services Office (ISO) 2 rating is maintained and a long-term path to an ISO 1 is being developed.

V. PUBLIC SERVICES

A. Jon Hogan Public Services Public Works Director gave the following update:

- LFD Infrastructure Repair (Sinkhole): Will bid in January, with construction in March/April.
- Hospital Avenue Sidewalk Project: AT&T has completed utility relocation. A pre-construction meeting was held with Neill Grading, M&C and NCDOT. Hope to begin construction the week of October 6-13.
- Phase II Gateway Project: Currently under NCDOT review. Roadside Environmental is reviewing the landscape plans and Public Art Committee will review at their next meeting.
- Wayfinding: Signs are currently in production.
- Clock Tower: Fabrication is underway; they are currently cutting out the upper elements of the tower. Schedule will likely be a spring 2026 installation.
- Beautification Projects:
 - Harper Planters: Starting this week placing planters and prepping for planting.
 - Downtown: Currently mulching and river rock installation.
 - Broyhill Walking Park: Complete
- Harper Ave. Streetscape: Contract extended until December. Conceptual Design/Estimate Deliverable scheduled for October.
- Traffic Signal Analysis: Complete, Flash for 90 days before signal removal.
- Culvert Replacements:
 - Powell Road: Complete
 - 1003 Pennell St: Culvert replacement was scheduled for this week; waiting on pipe.
- Martin Luther King Jr. Center landscaping: Working on landscape design, will install in the upcoming months.
- Triangle Park: Will meet with Jeffrey Smith to look at landscape design and discuss.

B. Public Services Public Utilities Director Jeff Church gave the following update:

- Finley Water project: The Notice to Proceed for both contracts is 10/27/25.
Contract A: TP Howard, Inc, \$6,092,350
Contract B: Caldwell Tanks, Inc. \$2,063,700

- East Harper and Ridge St / West Ave Sewer Replacements: Division 1 Notice to Proceed is 10/27/2025. For Division 2 (East Harper), contract documents have been returned to McGill. We are waiting for the scheduling of the initial pre-construction conference.
- Lead and Copper: NCDEQ has accepted a proposal for Lenoir to conduct computerized predictive modeling to assist in the required lead and copper inventory requirements. A revised contract, to include the work to develop the predictive model program, is being prepared by Freese and Nichols.
- Lenoir–Valdese Water Interconnect: City staff met with McGill and Colliers last week. A meeting with The Shaw Tate Group is scheduled for October 13 to begin the conversation regarding the final interconnect route. Next steps include identifying properties for the lake crossing and the proposed booster pump station, as well as moving forward with design of the recommended project. The survey scope is being prepared for the proposed project route. A funding application is also being prepared for the additional project costs for submittal to Division of Water Infrastructure (DWI) by September 30th. The funding application will include higher project costs for a 20-inch water main for the entire route.

VI. FINANCE & ADMINISTRATION

A. Finance Director, Donna Bean

Financial Summary:

Donna Bean reported the General Fund's Over/Under balance as of August 31, 2025 is \$7,361,030.01, the Downtown District is (\$14,218.64) and the Water & Sewer Fund is \$447,111.95.

The general fund revenues are less than the prior year due to the timing of the School Resource Officers (SRO) payment due to some adjustments to the SRO contract. The expenditures difference is due to capital purchases and raises. The sales tax collections are in arrears and will be reflected on next month's report.

B. Interim Director of Special Projects and Grants, David Coffey gave the following update:

- The Martin Luther King Jr. Center updates are almost complete, except for landscaping.
- Building Maintenance has started demo at the Aquatic Center. The public entrance will be moving to the back of the building temporarily.
- The Campus project has received bids on all aspects. JM Cope is doing scope review with the subs and will then give a estimate.
- We are needing to acquire a construction and s smaller permanent easement on the southeast side of the LEOS property for a stormwater pipe replacement. The property owner is willing to give the City an easement and plans to have that property and the Lenoir Building Supply land surveyed.

Council and Mayor spoke in favor of obtaining the easement.

C. Communications & Public Information Director, Joshua Harris gave the following update:

- Communication Report. There were 6 new releases, 118 social posts, 258 photos, 2 videos, and 58 web updates. The website had a total of 39,230 views along with 5,483 video views. Social followers total 62,192 and there were 416 new followers this month.
- Joshua Harris, Communications & Public Information Director thanked City staff's participation for the Fall Litter Sweep.

VII. OTHER

- A. October Calendar: The calendar for the month of October was provided in the packet as information.

VIII. ADJOURN

There being no further business, the meeting was adjourned at 10:17 a.m.

CITY OF LENOIR

LISTING OF CITY COUNCIL MEETINGS FOR 2026

JANUARY

City Council	Tuesday, January 6	6:00 p.m.
City Council	Tuesday, January 20	6:00 p.m.
Committee of the Whole	Tuesday, January 27	8:30 a.m.

FEBRUARY

City Council	Tuesday, February 3	6:00 p.m.
City Council	Tuesday, February 17	6:00 p.m.
Committee of the Whole	Tuesday, February 24	8:30 a.m.

MARCH

City Council	Tuesday, March 3	6:00 p.m.
City Council	Tuesday, March 17	6:00 p.m.
Committee of the Whole	Tuesday, March 24	8:30 a.m.

APRIL

City Council	Tuesday, April 7	6:00 p.m.
City Council	Tuesday, April 21	6:00 p.m.
Committee of the Whole	Tuesday, April 28	8:30 a.m.

MAY

City Council	Monday, May 4	6:00 p.m.
City Council	Tuesday, May 19	6:00 p.m.
Committee of the Whole	Tuesday, May 26	8:30 a.m.

JUNE

City Council	Tuesday, June 2	6:00 p.m.
City Council	Tuesday, June 16	6:00 p.m.
Committee of the Whole	Tuesday, June 23	8:30 a.m.

JULY

City Council	Tuesday, July 21	6:00 p.m.
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***Only one meeting in July.**

AUGUST

City Council	Tuesday, August 4	6:00 p.m.
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City Council	Tuesday, August 18	6:00 p.m.
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Committee of the Whole	Tuesday, August 25	8:30 a.m.
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SEPTEMBER

City Council	Tuesday, September 1	6:00 p.m.
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City Council	Tuesday, September 15	6:00 p.m.
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Committee of the Whole	Tuesday, September 22	8:30 a.m.
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OCTOBER

City Council	Tuesday, October 6	6:00 p.m.
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City Council	Tuesday, October 20	6:00 p.m.
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Committee of the Whole	Tuesday, October 27	8:30 a.m.
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NOVEMBER

City Council	Tuesday, November 3	6:00 p.m.
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***Only one meeting in November**

DECEMBER

City Council	Tuesday, December 1	6:00 p.m.
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City Council	Tuesday, December 15	6:00 p.m.
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2026 SCHEDULE OF EVENTS**NCLM MEETINGS****Event**

TBA	Regional Town & State Dinner
May 5 - 7	Annual City Vision Conference (Raleigh, North Carolina)

NLC MEETINGS**Event**

March 16 - 18	Congressional City Conference (Washington, DC)
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November 18 - 21

City Summit
Nashville, TN

CITY OF LENOIR

2026 HOLIDAY SCHEDULE

Thursday, January 1	New Year's Day
Monday, January 19	Martin Luther King, Jr. Day
Friday, April 3	Good Friday
Monday, May 25	Memorial Day
Friday, July 3	Independence Day
Monday, September 7	Labor Day
Wednesday, November 11	Veterans Day
Thursday, November 26	Thanksgiving Holiday
Friday, November 27	
Thursday, Friday & Monday, December 24, 25, & 28	Christmas Holiday

CITY OF LENOIR COUNCIL ACTION FORM

- I. **Agenda Item:** Approval to submit the Analysis of Brownfield Cleanup Alternatives for the 1429 College Avenue Property and Authorize the submission of an Environmental Protection Agency (EPA) Brownfield Cleanup Grant Application to assist with the final cleanup of the Subject Property, as recommended by Mid Atlantic Associates, LLC.
- II. **Background Information:** Mid-Atlantic Associates, Inc. prepared an *Analysis of Brownfields Cleanup Alternatives* for the Former Broyhill Furniture Facility located at 1429 College Avenue in Lenoir. The Subject Property consists of a 14.79-acre parcel of land (Parcel ID # 2749445311) located in a mixed industrial, recreational, and residential area of Lenoir. From the early 1900s until its closure in 2007, the property served as a location for a furniture manufacturing facility. In 2009, the property was sold to Applied Abatement Concepts, which demolished the existing structures to sell for scrap, then turning the property into a recycling center. Applied Abatement Concepts also began importing wood and other materials from off-site sources, which was ground for recycling purposes. Subsequently, Applied Abatement Concepts ceased operations due to the owner's declining health. The property was abandoned, leaving in place a large volume of wood, brick, metal, and miscellaneous construction debris.

In 2013, the City of Lenoir, working with Caldwell EDC and upon receiving a finalized Brownfield Agreement, acquired the property due to delinquent taxes by the previous owners for the purpose of redevelopment. In 2020, the City contracted with Mid-Atlantic to conduct a National Emissions Standards for Hazardous Air Pollutants (NESHAP) asbestos survey of former construction and demolition debris located at the property. Over the past several years, Mid-Atlantic has conducted additional testing (soil, water, air), and over 7,000 tons of asbestos containing debris by RCI Demolition has been removed from the property. It is estimated that approximately 4,000 cubic yards of material remain on portions of the property.

In order to obtain EPA Brownfield Cleanup grant funds and move forward with potential redevelopment, Mid-Atlantic conducted an Analysis of Brownfields Cleanup Alternatives (ABCA) for the property. Three (3) remedial alternatives were considered based on effectiveness, long-term reliability, implementability, and general cost implications.

Alternative 1: No Action

Alternative 1 is also known as the "No Action" alternative and is included as a baseline comparison to other remedial alternatives. The "No Action" alternative assumes remedial activities are not conducted. {\$0}

Alternative 2: Off-Site Disposal

Alternative 2 would involve the off-site disposal of all existing debris piles that remain from historical furniture manufacturing and recycling operations. Any surface soils that are impacted above applicable NCDEQ standards, based on ultimate use, could also be properly disposed if required. {\$100,000-\$200,000}

Alternative 3: Capping

Alternative 3 would involve the grading of existing debris piles and contaminated surface soils by capping the areas with a minimum of 2 feet of clean fill and/or impervious cover per NCBRS guidance. The capping would be handled in accordance with a NCBRS-approved EMP and submitted at a later date. {\$50,000-\$100,000}

Recommended Cleanup Alternative

The primary objective of the cleanup alternatives is to reduce or prevent potential risk to human health and/or the environment from site contaminants by properly addressing the debris piles and contaminated soil from historical furniture manufacturing and recycling operations. Alternative 1 does not meet this objective. Alternatives 2 and 3 meet this objective. Alternative 3 meets the objective more quickly and less expensively than Alternative 2. Additionally, regardless of the capping alternative, the redevelopment of the Subject Property will likely include the need for clean fill to bring the site to grade. As such, Alternative 3 is the recommended cleanup alternative.

- III. Staff Recommendation:** Staff recommends City Council approval to submit the Analysis of Brownfield Cleanup Alternatives for the Subject Property and the submission of an EPA Brownfield Cleanup Grant Application to assist with the final cleanup of the Subject Property.

IV. Reviewed by:

City Attorney: _____

Finance Director: _____

Special Projects: Radford Thomas

Public Works/Public Utilities Director: _____

**Analysis of Brownfields Cleanup Alternatives (ABCA)
Former Broyhill Furniture Facility
1439 College Avenue SW
Lenoir, Caldwell County, North Carolina
City of Lenoir
EPA Cooperative Agreement.: BF-4B-02D31422-0
NCDEQ Brownfields Project No.: 09013-05-060**

Mid-Atlantic Project No. H1622.00
September 16, 2025

Prepared For:

City of Lenoir
801 West Avenue NW
Lenoir, North Carolina 28645

Prepared By:

Mid-Atlantic Associates, Inc.

A handwritten signature in black ink, appearing to read "Shane Sisco".

Shane Sisco, P.G.
Principal Hydrogeologist

A handwritten signature in black ink, appearing to read "Greg D. Icenhour".

Greg D. Icenhour, P.G.
Principal Geologist

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Drawings

Drawing 1	Topographic Site Map
Drawing 2	Site Overview Map

Tables

Table 1	Brownfield Cleanup Alternatives Evaluation
Table 2	Estimated Comparative Costs for Cleanup Alternatives

A-3. Distribution List

The following personnel will receive and follow applicable sections of the *Analysis of Brownfields Cleanup Alternatives* and subsequent revisions:

Agency	Number of Copies
Peppa Sassin, Brownfields Project Manager United States Environmental Protection Agency (EPA) Region 4, Atlanta Federal Building Waste Management Division 61 Forsyth Street SW Atlanta, GA 30303 Phone: (410) 305-3021 Email: sassin.pepa@epa.gov	1
Pepa Sassin, EPA Designated Approving Official (DAO) United States Environmental Protection Agency (EPA) Region 4, Atlanta Federal Building Waste Management Division 61 Forsyth Street SW Atlanta, GA 30303 Phone: (410) 305-3021 Email: sassin.pepa@epa.gov	1
Jordan Thompson, Project Manger NDCEQ 610 East Center Avenue, Suite 301 Mooresville, North Carolina 28115 Phone: (704) 223-6549 Email: jordan.thompson@deq.nc.gov	1
Radford Thomas, City Manager City of Lenoir 801 West Avenue NW Lenoir, North Carolina 28645 Phone: 828-757-2199 Email: radford.thomas@cityoflenoir.com	1
Greg Icenhour, Project Manager Mid-Atlantic Associates, Inc. 1125 East Morehead Street, Suite 104 Charlotte, NC 28204 Phone: (980) 585-1271 Email: gicenhour@maaonline.com	1
Shane Sisco, QA/QC Officer Mid-Atlantic Associates, Inc. 1125 East Morehead Street, Suite 104 Charlotte, NC 28204 Phone: (980) 585-1271 Email: ssisco@maaonline.com	1

1.0 Introduction

1.1 Site Description

On behalf of the City of Lenoir, Mid-Atlantic Associates, Inc. (Mid-Atlantic) has prepared this *Analysis of Brownfields Cleanup Alternatives* for the Former Broyhill Furniture Facility located at 1429 College Avenue in Lenoir, Caldwell County, North Carolina (the “Subject Property”). The Subject Property consists of an approximately 14.79-acre parcel of land (Parcel ID # 2749445311) located in a mixed industrial, recreational, and residential area of Lenoir. A topographic site location map is included as **Drawing 1**.

The Subject Property has historically operated as the Broyhill Furniture Company, a furniture manufacturing facility, from the early 1900s until its closure in 2007. Following closure of the manufacturing mill, the property was sold to Applied Abatement Concepts in 2009, which demolished the existing structures to sell for scrap, then turning the Subject Property into a recycling center. Applied Abatement Concepts also began importing wood and other materials from off-site sources, which were ground for recycling purposes. Applied Abatement Concepts subsequently ceased operations due to the owner’s declining health. The Subject Property was abandoned, leaving in place a large volume of wood, brick, metal, and miscellaneous construction debris.

1.2 Regional Geology and Hydrogeology

According to the Geologic Map of North Carolina (dated 1985), the Subject Property is located in the Chauga Belt of the Piedmont physiographic province. Bedrock beneath the Subject Property is defined as Paleozoic-aged migmatitic granitic gneiss. The shallow subsurface in most areas of the Piedmont contains residual soil overburden, including structure-free residuum, saprolite, and partially weathered rock (PWR) that derive from in-place weathering of the crystalline bedrock. Occasional areas containing recent deposits of alluvium in the uppermost subsurface are found near streams and rivers. Saprolite and PWR typically contain some relict structures from the original rock material. Depth to rock ranges from ground surface at occasional outcrops to depths of greater than 100 feet in areas of easily weathered rock.

The shallow aquifer occurrence varies in depth from ground surface at springs, creeks, and rivers to as deep as 50 feet or more beneath upland surfaces in some parts of the Piedmont. Water in the alluvium or unconsolidated residual material, including saprolite and PWR, usually behaves as an unconfined aquifer, or water table, and will yield water with head elevation equivalent to the first elevation where water was encountered. Permeability varies with lithology and is typically relatively low in residual soils, with higher permeability in saprolite or PWR due to relict rock texture and variable susceptibility to weathering exhibited by different minerals in the rock. Groundwater flow in residual soils or alluvium is usually in rough concurrence with local topographic conditions and is toward local drainage features. Based on the gauging of the monitoring well network, groundwater flow across the Subject Property is generally to the south-

southeast. Depth to groundwater in the overburden aquifer ranges from approximately 5 to 35 feet below ground surface (ft bgs).

The bedrock fractures or other planar features of the Piedmont physiographic province generally constitute the bedrock aquifer, with the surrounding rock material being effectively impermeable. Along with fractures, contacts between rock bodies probably constitute zones of significant groundwater occurrence in the bedrock. The surrounding material and overlying residuum tend to make the bedrock aquifer a semi-confined aquifer. That is, the overlying water and soil weight normally results in pressure that causes water in a borehole, which intersects a fracture or other feature, to rise above the elevation of the fracture or feature. Modern water supply wells in the Piedmont, likely including those in the vicinity of the Subject Property, are typically installed with a surface casing through the unconsolidated material, and an open borehole into the bedrock where water-bearing fractures are encountered.

1.3 Climate Conditions

According to the United States Global Change Research Program (USGCRP) the City of Lenoir experiences a humid subtropical climate. Due to its location in the foothills of the Blue Ridge Mountains within the Piedmont physiographic province, temperatures in Lenoir tend to be slightly cooler than areas further east. According to the Caldwell County Economic Development council, average annual precipitation is approximately 50 inches, with rainfall occurring year-round. Snowfall averages approximately 4 inches per year. Climate factors that are most applicable to the cleanup of the Subject Property include increased precipitation that may affect flood waters and stormwater runoff.

According to the Federal Emergency Management Agency (FEMA) Flood Zone Map 3710274900J dated July 7, 2009, the Subject Property is located within Zone C of Lower Creek, where minimal flooding is expected. The Subject Property currently receives stormwater discharge from College Avenue SW to the north and northeast of the property boundary. Stormwater runoff to the Subject Property will continue to be expected from impervious surfaces on upgradient properties. Based on the nature of the Subject Property and its proposed reuse, factors such as temperature fluctuations, rising sea levels, wildfires, changing dates of ground thaw/freezing, changing ecological zone, saltwater intrusion, and changing groundwater table are not likely to significantly impact the cleanup of the Subject Property.

1.4 Site History

On December 10, 2013, the Subject Property received eligibility into the North Carolina Department of Environmental Quality (NCDEQ; formerly NCDENR) Brownfields Redevelopment Section (NCBRS; formerly the Brownfields Program) via a Letter of Eligibility (LOE). The Prospective Developer (PD) for the Brownfields property is the City of Lenoir. The City of Lenoir intended to acquire the property due to delinquent taxes by the previous owners. The purchase

of the Brownfields property was conditional upon receiving a finalized Brownfield Agreement (BFA). Once a finalized BFA was in place for the Subject Property and assessment activities were completed to the satisfaction of NCDEQ, the City of Lenoir intended to promote the sale of the Brownfields property for redevelopment. The Subject Property is currently identified as the Former Broyhill Property through the NCBRS under NCDEQ Brownfields Project #17051-13-014.

1.5 Current Site Conditions

The Subject Property has been vacant since the early 2010s. Prior to assessment activities that were conducted in 2023, Mid-Atlantic requested that the City of Lenoir perform site-clearing activities for access for site assessment activities. This included clearing remaining non-asbestos containing building debris and overgrown vegetation. Since 2023, all structures on the Subject Property have been demolished and all pertinent storage structures and multiple debris piles have been removed. Multiple debris piles estimated at approximately 4,000 cubic yards of materials still remain on portions of the Subject Property.

1.6 Previous Assessment Activities

Tetra Tech – Phase I & II ESA

In September 2013, a *Phase I Environmental Site Assessment* (ESA) was completed by the City of Lenoir. The Phase I ESA identified multiple recognized environmental conditions (RECs) requiring additional investigation. The City of Lenoir requested assistance through the USEPA's Targeted Brownfields Assessment (TBA) Program for completion of a *Phase II ESA*, which was conducted by Tetra Tech in November 2013. This was done pursuant to the City of Lenoir's unsuccessful efforts in obtaining a USEPA Brownfields Cleanup Grant. The *Phase II ESA* consisted of the installation of soil borings, temporary groundwater monitoring wells, and collection of bulk samples of the on-site debris for asbestos analysis. Soil sampling results from the *Phase II ESA* indicated that several polycyclic aromatic hydrocarbons (PAHs) were detected above regulatory standards in samples collected from the northeastern manufacturing building (SB-01) and former fire suppression aboveground storage tank (SB-11). Additionally, arsenic was detected in soil above regulatory standards in samples collected from the former fire suppression AST (SB-11) and the former finishing/lacquer room (SB-04). Groundwater results indicated that concentrations of several metals including barium, chromium, and lead were detected above groundwater standards in wells installed within the former northeastern manufacturing building (BRH-GW-01) and the potential floor pit in the southeastern portion of the Subject Property (BRH-GW-08). The Subject Property was officially acquired by the City of Lenoir in January 2014. Following the acquisition by the City of Lenoir, the Subject Property has remained vacant, and no manufacturing and/or development work has been performed. As part of promotion of future redevelopment activities, the City Lenoir has undertaken extensive debris removal for both environmental assessment and redevelopment activities at the Subject Property.

Mid-Atlantic – NESHAP Asbestos Survey Report

In November 2020, Mid-Atlantic was contracted by the City of Lenoir to conduct a National Emissions Standards for Hazardous Air Pollutants (NESHAP) asbestos survey of former construction and demolition debris located at the Subject Property. Debris piles were surveyed for individual building components and suspect asbestos-containing materials (ACM) were visually classified and documented for laboratory analysis. Results of the asbestos survey indicated that asbestos in concentrations at 1% or greater were identified in forty (40) of the samples collected and thirty-eight (38) of the homogenous areas (HAs) from ten debris piles and one concrete slab analyzed during this survey. An additional one hundred and thirty-five (135) samples from the 38 HAs identified as ACMs were assumed to contain asbestos in concentrations greater than 1% by positive stop method. Asbestos in concentrations less than 1% were identified in nine (9) of the samples and two of the HAs from two debris piles analyzed during the survey. Materials found to contain or be associated with ACM include asphaltic roof shingles, built-up roofing, caulk, corrugated cementitious panels, expansion joint tar, felt paper, floor tile and mastic, roofing tar, waterproofing felt, and waterproofing tar. Additionally, blue/teal cove base was found to contain less than 1% asbestos. Findings and recommendations of the asbestos survey were documented in a *NESHAP Asbestos Survey Report* dated November 12, 2020.

Mid-Atlantic – Debris Removal Verification & Asbestos Air Monitoring Report

Based on the findings of the asbestos survey and status of materials staged on-site, Mid-Atlantic recommended that asbestos-containing construction and demolition debris piles be properly removed to facilitate additional subsurface investigation. Between January 20, 2021, and February 25, 2021, Mid-Atlantic oversaw the removal of approximately 7,041 tons of asbestos-containing debris by RCI Demolition (RCI) from the Subject Property. One-hundred and twelve (112) phase contrast microscopy (PCM) air sample cassettes, including field blanks and lab blanks were collected by Mid-Atlantic during the first phase of asbestos-containing debris removal activities. Background, initial, and periodic ambient air monitoring was conducted during asbestos-containing debris removal activities until the completion of the project. Asbestos fibers were not detected at levels above the North Carolina Asbestos Exposure Standard for Public Areas of 0.01 fibers per cubic centimeter (f/cc) during the background, initial, or periodic ambient air monitoring events at the Subject Property. A summary of the asbestos-containing removal activities was documented in a *Debris Removal Verification & Asbestos Air Monitoring Report* dated February 26, 2021.

Mid-Atlantic – Brownfields Soil Gas Assessment Report

Mid-Atlantic conducted soil vapor assessment activities at the Subject Property in September 2021 which included the sampling of eight soil gas implants to determine if potential vapor intrusion risks were present for future redevelopment. Laboratory analytical results indicated the compounds benzene, naphthalene, tetrachloroethylene (PCE), trichloroethylene (TCE), and total xylenes were detected above Residential Soil Gas Screening Levels (SGSLs) in soil gas samples collected from the former tannery, former AST, and former trench areas. NCDEQ Risk Calculator results indicated unacceptable risk levels under a future residential use scenario were present in

the former trench area. However, the cumulative risks under a non-residential scenario were below the acceptable NCDEQ and USEPA acceptable risk levels. Based on the results of the soil gas assessment, Mid-Atlantic recommended that future redevelopment in the southeastern portion of the Subject Property that may include the construction of residential dwellings implement an acceptable form of vapor mitigation. If Subject Property redevelopment includes residential construction and NCDEQ deems vapor mitigation necessary, a vapor mitigation plan would be prepared that would satisfy any requirements set forth by NCDEQ Brownfields. Results of the soil vapor sampling were documented in a *Brownfields Soil Gas Assessment Report* dated September 24, 2021.

Mid-Atlantic – Brownfields Assessment Report

NCDEQ prepared an *Additional Assessment* letter to the City of Lenoir that identified data gaps remaining for the Subject Property. Mid-Atlantic conducted additional Brownfields assessment activities in 2023 that included the collection of soil and groundwater samples and the preparation of a receptor survey to evaluate the data gaps. Receptor survey activities identified sensitive receptors that include a private water supply well, school, and community garden located within 1,500 feet of the Subject Property. With the exception of arsenic in the former floor pit area, laboratory analytical results indicate that no compounds were detected at concentrations exceeding Industrial/Commercial PSRGs in soil samples collected. Results of groundwater assessment activities indicated that methylene chloride, naphthalene, cobalt, and manganese were detected at concentrations exceeding the 2L Standards in groundwater samples collected at the Subject Property. VOC impacts above 2L Standards were isolated to a downgradient location from multiple former USTs basin in the central portion of the Subject Property. Metals impacts above 2L Standards were more widespread and identified in the former northeastern manufacturing building, floor pit, finishing/lacquer room, soil-stained structure, former UST basins, and former AST farms across the Subject Property. Results of the 2023 Brownfields assessment activities indicated that soil and groundwater could be managed in accordance with an NCDEQ approved Environmental Management Plan (EMP). However, NCDEQ Risk Calculator results indicate that unacceptable risk levels were calculated under a potential future residential use. These results indicate that potential vapor intrusion risks are present at unacceptable levels for future residential structures. Results of the 2023 Brownfields assessment were documented in a *Brownfields Assessment Report* dated August 1, 2023.

1.7 Project Goal

The planned reuse for the Subject Property involves the City of Lenoir potentially selling the Brownfields property for redevelopment. A number of potential uses have been discussed, including commercial, residential/mixed use, and possibly data center use. The City of Lenoir does not currently have a prospective purchaser for the Subject Property and believes the existing debris piles are an impediment to attracting serious inquiries. However, redevelopment of the Subject Property into a data center or similar use may avoid the need of certain institutional controls such as a Vapor Intrusion Mitigation System (VIMS). This *Analysis of Brownfields*

Cleanup Alternatives has been prepared to support the application of a remediation grant from USEPA Region 4. The City of Lenoir intends to facilitate renovation of the property through risk-based remediation of environmental impacts from historical furniture manufacturing operations.

2.0 Applicable Regulations and Cleanup Standards

Based on a review of data collected as part of the investigations discussed previously, contaminated soils and hazardous debris piles exist at the Subject Property and therefore pose a risk to human health and the environment. These conditions will need to be addressed in accordance with the provisions of the site BFA (currently under development) in order for the site to be safely redeveloped.

2.1 Cleanup-Oversight Responsibility

Management of impacted debris piles that remain on the Subject Property will be overseen through the NCBRS (NCGS 130A310.30). In addition to the NCBRS, this work must be performed in accordance with USEPA Region IV Science and Ecosystem Support Division (SESD) *Field Branches Quality System and Technical Procedures* guidelines.

2.2 Cleanup Standards for Major Contaminants

The City intends to sell the property which will subsequently be redeveloped for possible commercial, industrial, and possible residential uses. As such, residential PSRGs will be used for the cleanup goal of the Subject Property. The BFA is currently in development and will be used to establish final cleanup levels. The remediation of soil exceeding residential PSRGs and remaining debris piles are assumed to be the minimum cleanup goals for the Subject Property. Currently, remediation of groundwater designed to meet groundwater quality standards is not anticipated since municipal water is available. Perpetual land use restrictions (LURs) will be recorded with the property deed to restrict use of groundwater. An *Environmental Management Plan* (EMP) will be developed to restrict potential future exposure during construction activities on the Subject Property.

2.3 Laws and Regulations Applicable to the Cleanup

Federal, state, and local laws, rules, and regulations will be followed during the cleanup activities at the site. Applicable North Carolina environmental-related regulations in Title 15A of the North Carolina Administrative Code (NCAC) pertaining to cleanup of the site may include surface water and wetland standards (Section 2B), groundwater quality standards (Section 2L), underground storage tanks (Section 2N), hazardous waste management (Section 13A), and solid waste management (Section 13B).

2.4 Climate Change Considerations

USEPA guidance has directed the recipients of Cleanup and Revolving Loan Fund grants to “evaluate the resilience of the remedial options in light of reasonably foreseeable changing climate conditions” which can include sea level rise, increased frequency and intensity of flooding, and/or extreme weather events. The climate in the City of Lenoir and more broadly around the Southeast region is uniquely warm and wet, with mild winters and high humidity. Based on a regional analysis conducted by the USEPA, the average annual temperature has exhibited natural variation for most of the past century but has increased approximately 2° F over the past 40 years. Current climate models predict continued warming across the Southeast with the rate of warming more than twice the current rate over the next 70 years. The frequency, duration, and intensity of droughts are likely to continue to increase with higher average temperatures and a higher rate of evapotranspiration. Analysis of recent storm trends have indicated that climate change can influence the intensity and number of extreme storm events. As discussed above in **Section 1.3**, climate change factors are not likely to significantly impact the cleanup of the Subject Property.

3.0 **Analysis of Brownfields Cleanup Alternatives**

Each of the following remedial alternatives is compared to effectiveness, long-term reliability, implementability, and general cost implications. The remedial options are summarized on **Table 1** and **Table 2**.

3.1 Alternative 1: No Action

Alternative 1 is also known as the “No Action” alternative and is included as a baseline comparison to other remedial alternatives. The “No Action” alternative assumes remedial activities are not conducted.

3.2 Alternative 2: Off-Site Disposal

Alternative 2 would involve the off-site disposal of all existing debris piles that remain from historical furniture manufacturing and recycling operations. Any surface soils that are impacted above applicable NCDEQ standards, based on ultimate use, could also be properly disposed if required.

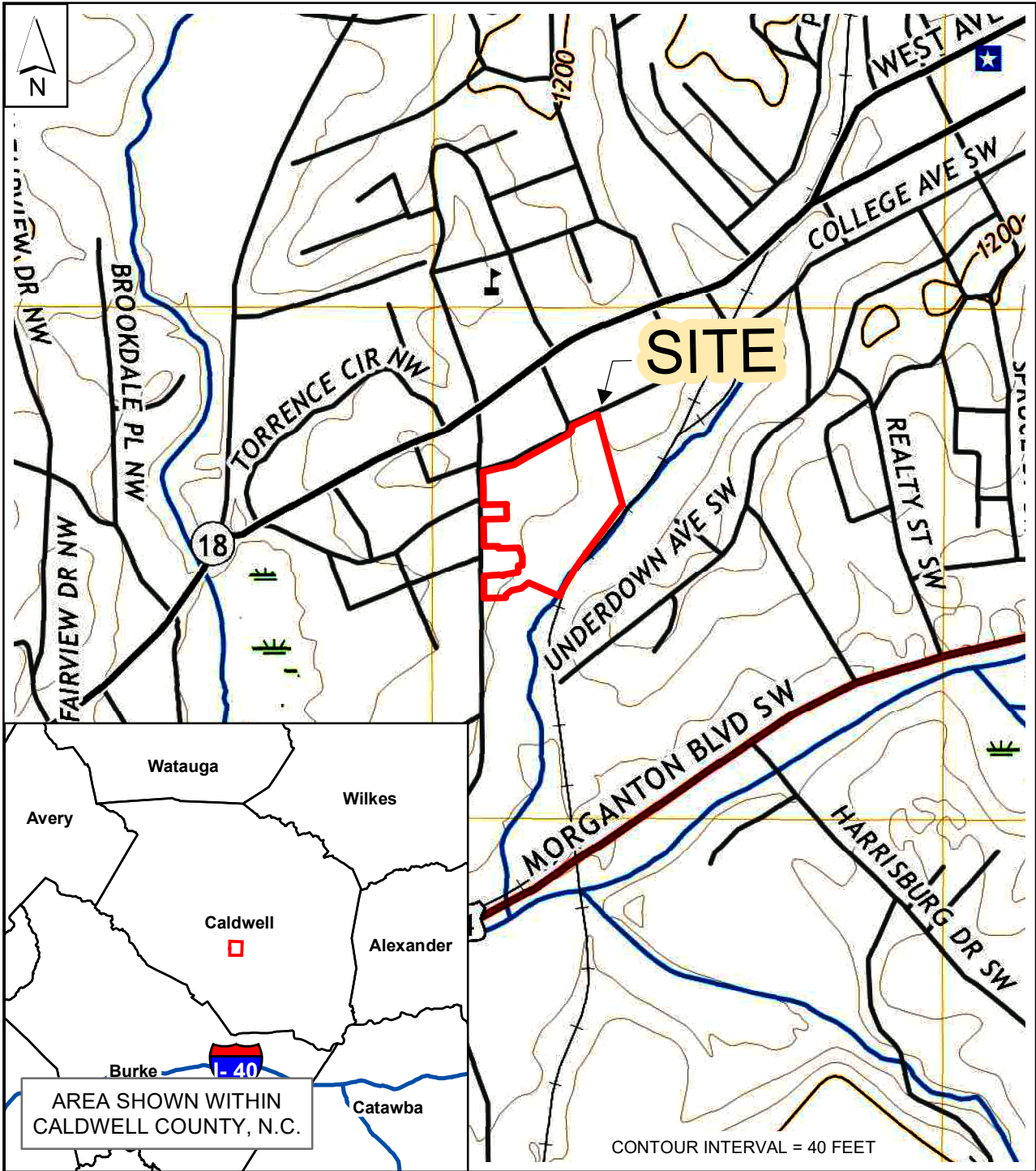
3.3 Alternative 3: Capping

Alternative 3 would involve the grading of existing debris piles and contaminated surface soils by capping the areas with a minimum of 2 feet of clean fill and/or impervious cover per NCBRS guidance. The capping would be handled in accordance with a NCBRS-approved EMP and submitted at a later date.

3.4 Recommended Cleanup Alternative

The primary objective of the cleanup alternatives is to reduce or prevent potential risk to human health and/or the environment from site contaminants by properly addressing the debris piles and contaminated soil from historical furniture manufacturing and recycling operations. Alternative 1 does not meet this objective. Alternatives 2 and 3 meet this objective. Alternative 3 meets the objective more quickly and less expensively than Alternative 2. Additionally, regardless of the capping alternative, the redevelopment of the Subject Property will likely include the need for clean fill to bring the site to grade. As such, Alternative 3 is the recommended cleanup alternative.

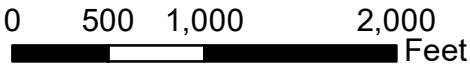
Drawings



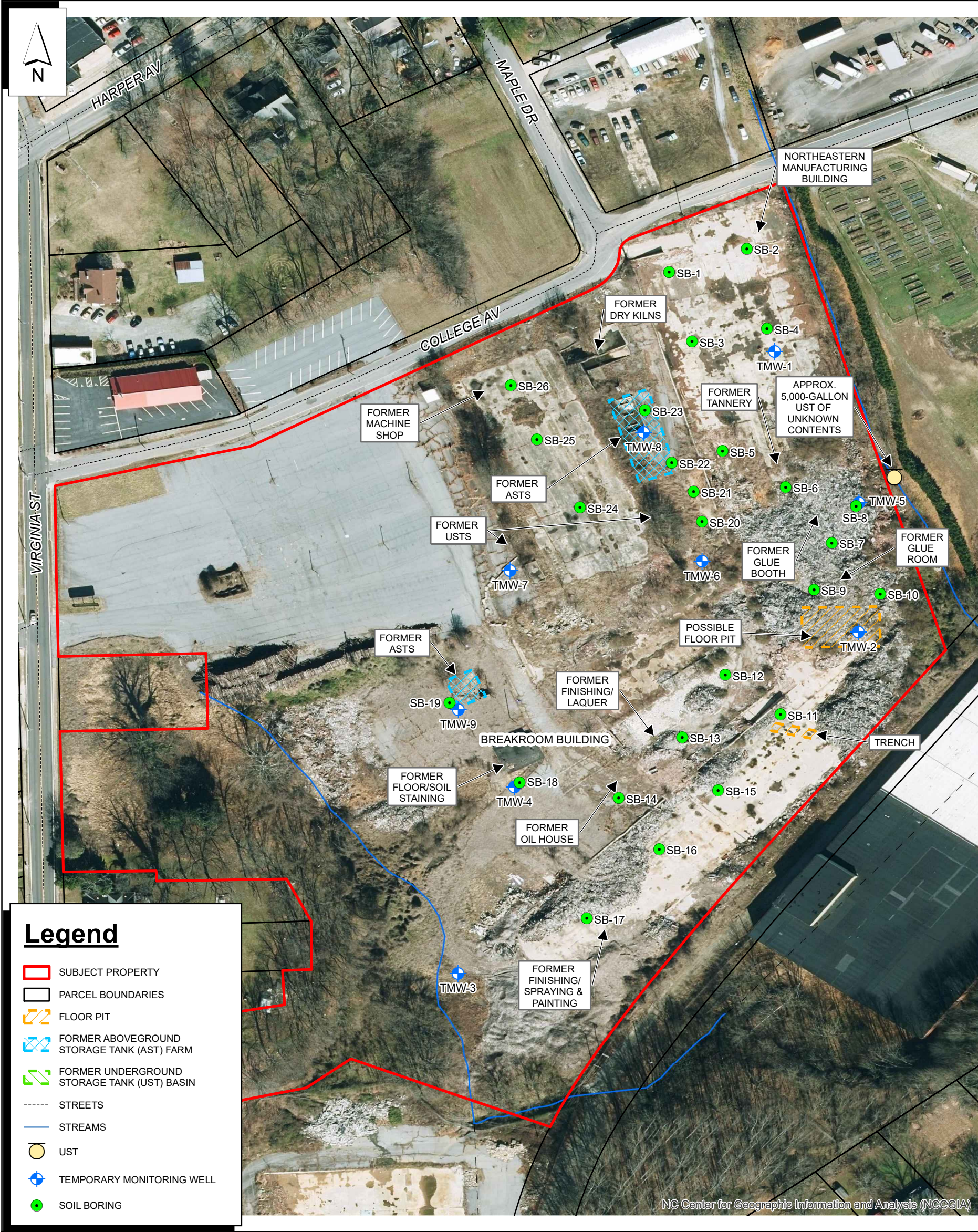
REFERENCES:

- 1. LENOIR, NC DIGITAL RASTER GRAPHICS, USGS, SCANNED FROM 1:24,000-SCALE CALDWELL COUNTY, NC TOPOGRAPHIC MAPS, PUBLISHED 2022, USGS.
- 2. PROPERTY BOUNDARY FROM CALDWELL COUNTY GIS.
- 3. INSET MAP DATA DOWNLOADED FROM ARCGIS ONLINE.

SCALE:1:12,000

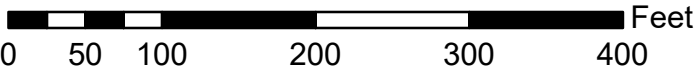


	DRAWING 1 TOPOGRAPHIC SITE MAP FORMER BROYHILL PROPERTY 1429 COLLEGE AVE SW LENOIR, NORTH CAROLINA		DRAWN BY:	DATE: SEPTEMBER 2025
			DRAFT CHECK: MSS	JOB NO: 021H1622.00
			ENG. CHECK:	GIS NO: 07G-021H1622.00-01
			APPROVAL: GDI	DWG NO: 1



- REFERENCES:
- 1. 2018 AERIAL IMAGERY FROM NC ONEMAP.
 - 2. CALDWELL COUNTY GIS.
 - 3. MID-ATLANTIC FIELD NOTES.

1 inch = 125 feet



DRAWING 2
SITE OVERVIEW MAP
FORMER BROYHILL PROPERTY
1429 COLLEGE AVE SW LENOIR,
NORTH CAROLINA

DRAWN BY:		DATE: SEPTEMBER 2025	
DRAFT CHECK:	MSS	JOB NO: 021H1622.00	
ENG. CHECK:		GIS NO: 07G-021H1622.00-02	
APPROVAL:	GDI	DWG NO: 2	

Tables

TABLE 1 – Brownfield Cleanup Alternatives Evaluation

Remedial Alternative	Effectiveness	Long-Term Reliability	Implementation/Implementation Risk	Cost Implications
1. No Action	Does not address potential risks.	Not applicable.	No implementation risk.	No cost implications.
2. Off-Site Disposal	Effectively eliminates potential exposure through the removal of remaining debris piles from the site.	Reliability of disposal is high. The approach can be slightly intrusive, but very effective (reliable).	Implementation can be conducted using ordinary construction equipment. Operational time is short, likely one to two weeks. Minor implementation risks associated with transportation to appropriate disposal facility. Minor risk to community due to transportation.	Moderate to high costs for transportation and disposal fees. No long-term costs.
3. Capping	Effectively eliminates potential exposure through a clean “cap” of a minimum of 2 feet of clean soil and/or impervious cover.	Reliability is high and the approach can be jointly addressed during construction activities.	Implementation can be conducted using ordinary construction equipment. Operational time is short, likely one to two weeks. Minor risk involving the import of clean fill.	Moderate to high costs for bringing in clean fill for the capping of graded debris piles. No long-term costs.

TABLE 2 – Estimated Comparative Costs for Cleanup Alternatives

Cleanup Alternative	Estimated Costs	Notes
1. No Action	\$0	Not a viable option.
2. Off-Site Disposal	\$100,000 to \$200,000	Loading, transportation, and disposal of remaining debris piles. Environmental professional oversight and waste characterization sampling.
3. Capping	\$50,000 to \$100,000	Grading of existing debris piles and capping with a minimum of 2 feet of clean fill and/or impervious cover during construction activities. No need for environmental professional oversight and waste characterization sampling. This would be necessary during redevelopment in order to bring the site to grade.