



Lenoir Planning Board

Agenda • March 09, 2026

Meeting Information

Location

City/County Meeting Room
905 West Avenue
Lenoir, NC 28645

Time

5:30 p.m.

Board Members

Lucy McCarl, Chairperson

Kyle Case, Vice-Chair

Curtis Baker

Sharon Bryant, ETJ

Michael Careccia

Tammy Greene

Dontrell Parson

Joseph Petrack

Edward Terry

Welcome!

We are glad you have joined us for tonight's meeting. The Lenoir Planning Board is an advisory board to City Council comprised of citizen members who devote their time and talents to a variety of zoning and land development issues in the community. All Planning Board recommendations are subject to final action by City Council.

General Rules of Order

The Board is pleased to hear all non-repetitive comments. However, since a general time limit of five (5) minutes is allotted to the proponents/opponents of an issue, large groups are asked to name a spokesperson. If you wish to appear before the Board, please fill out an Appearance Request/Lobbyist Registration Form and give it to the Recording Secretary. When the Chairperson recognizes you, state your name and address and speak directly into the microphone. ROBERT'S RULES OF ORDER govern the conduct of the meeting.

OPENING SESSION

- Determination of a Quorum
- Call to Order
- Consideration of February 09, 2026 minutes

NEW BUSINESS**1. R 1-26 938 Seehorn Street**

Applicant: Connelly Development LLC

Owners: Hamby Brothers Concrete Inc

Location: 938 Seehorn Street

The applicant is requesting to re-zone the subject property to a Conditional Zoning district (CZ-13), from B-6 (Transitional Business) and R-15 (Single-Family Housing), to allow for medium-density multi-family housing.

Recommended Action: Approval of the request, and call for a public hearing at City Council on April 21, 2026.

2. R 2-26 710 Blowing Rock Blvd

Applicant: Foresite Group

Owners: Steven & Katherine Strange

Location: 710 Blowing Rock Blvd

The applicant is requesting to re-zone the subject property to a Conditional Zoning district (CZ-14), from B-6 (Transitional Business) to allow for a drive-through establishment with a residential buffer.

Recommended Action: Approval of the request, and call for a public hearing at City Council on April 21, 2026.

OTHER BUSINESS**1. Update on zoning permits issued.****ADJOURNMENT**

**MINUTES
PLANNING BOARD MEETING
February 09, 2026
5:30 P.M.**

LOCATION:

City /County Meeting Room
905 West Avenue

MEMBERS PRESENT: Curtis Baker, Sharon Bryant, Kyle Case, Tammy Greene, Lucy McCarl, Dontrell Parson, Joseph Petrack, Edward Terry

MEMBERS ABSENT: Michael Careccia

STAFF PRESENT: Matt Bolick, Matt Duchan, Kim Staines, Hannah Williams

Chairperson McCarl called the meeting to order and determined a quorum was present.

MINUTES:

Board Member Bryant made a motion to approve the meeting minutes of November 10, 2025, seconded by Board Member Case. All were in favor, none opposed.

NEW BUSINESS:

1. Code Compliance Ordinance Update

Planning Director Hannah Williams introduced Matt Bolick, Code Compliance Officer along with an update on code enforcement case totals for 2025. Director Williams, gave a PowerPoint presentation on Code Compliance Ordinance Updates. She informed board that 2025 City Council Priority was to develop options to increase code enforcement and improve beautification in abandoned and neglected housing, dilapidated commercial properties and appearance of downtown buildings. It was also noted that these are still strategic priorities discussed at the recent 2026 council retreat.

Non-Residential Building & Structures and Minimum Housing Ordinances were rewritten in October 2025 by N-Focus Planning and Design and City Council voted to adopt on January 20, 2026. Director Williams noted that since there will not be an increase to staff with new commercial code enforcement the city has contracted with WPCOG for 5 months to help establish a workplan to get the new program off the ground.

Director Williams discussed the Minimum Housing Code Process and workflow. The ordinance has the same substantive standards, but has been re-organized for clarity and clearer enumerated list of housing standards that must be met. The Non-Residential Code and workflow offer clearer detail standards and offers 25 maintenance standards which was increased from the previous 4 standards.

Director Williams answered all board's questions.

2. Conditional Zoning Primer

Matt Duchan gave PowerPoint presentation on conditional zoning as refresher for two possible upcoming cases.

Presentation discussion included:

- What isn't Conditional Zoning: Conventional rezoning, Variance, Special Use Permit and Legal Contract
- What is Conditional Zoning: Legislative Development Regulation Tool, Individual and Site-Specific rezoning, Spot Zone, Mutual Agreement
- Common Conditions with Conditional Zoning: Permitted uses, Site Plans and Specific development detail, Infrastructure, Equity and Limitations
- Upcoming Cases

Matt Duchan and Director Williams answered all board's questions.

OTHER BUSINESS

1. Staff provided an updated list of issued zoning permits to the board, as general information.
2. Update on city projects.

ADJOURNMENT:

Having no other matters to bring before the Board, Chairperson McCarl adjourned the Planning Board meeting at 6:20 p.m.

Lucy McCarl
Chairperson

Hannah Williams
Planning Director

Staff Report

CONDITIONAL ZONING REQUEST #13

CASE NUMBER R #1-26



LOCATION MAP/AERIAL PHOTOGRAPH



Subject Property:

938 Seehorn Street

SUMMARY

Owner

Hamby Brothers Concrete Inc.

Applicant

Connelly Development LLC

Location

938 Seehorn Street (~7.3 ac)

NCPINs

2850222945, 2850225799

Project Planners

Hannah Williams, AICP, CZO

Matt Duchan, AICP, CZO

Updated February 26, 2026

Applicant's Request:

The applicant is requesting to re-zone the subject property to a Conditional Zoning district (CZ-13) from B-6 (Transitional Business) and R-15 (Single-Family Housing), to allow for medium-density multi-family housing (68 units).

Staff Recommendation:

Approval, with the conditions outlined in the staff report.

Planning Board Recommendation:

Approval of the request based on the consistency statement on page 9.

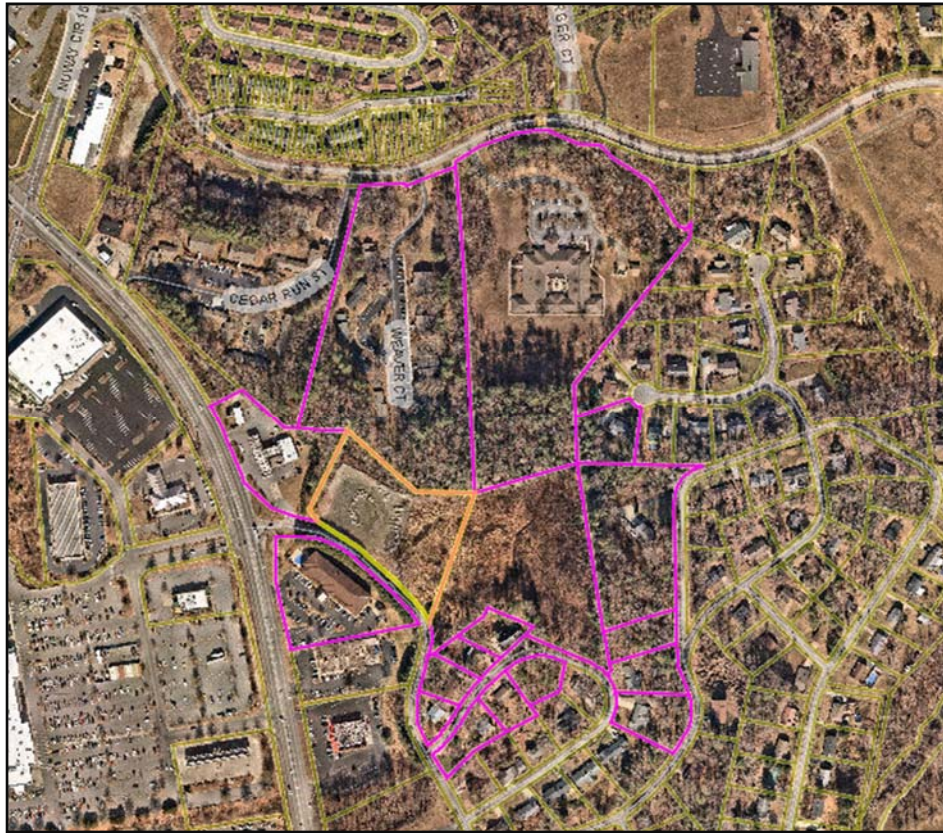
Public Comment:

Planning Board Meeting: March 9, 2026. Notices were mailed to adjacent property owners on February 25, 2026.

City Council (Public Hearing):

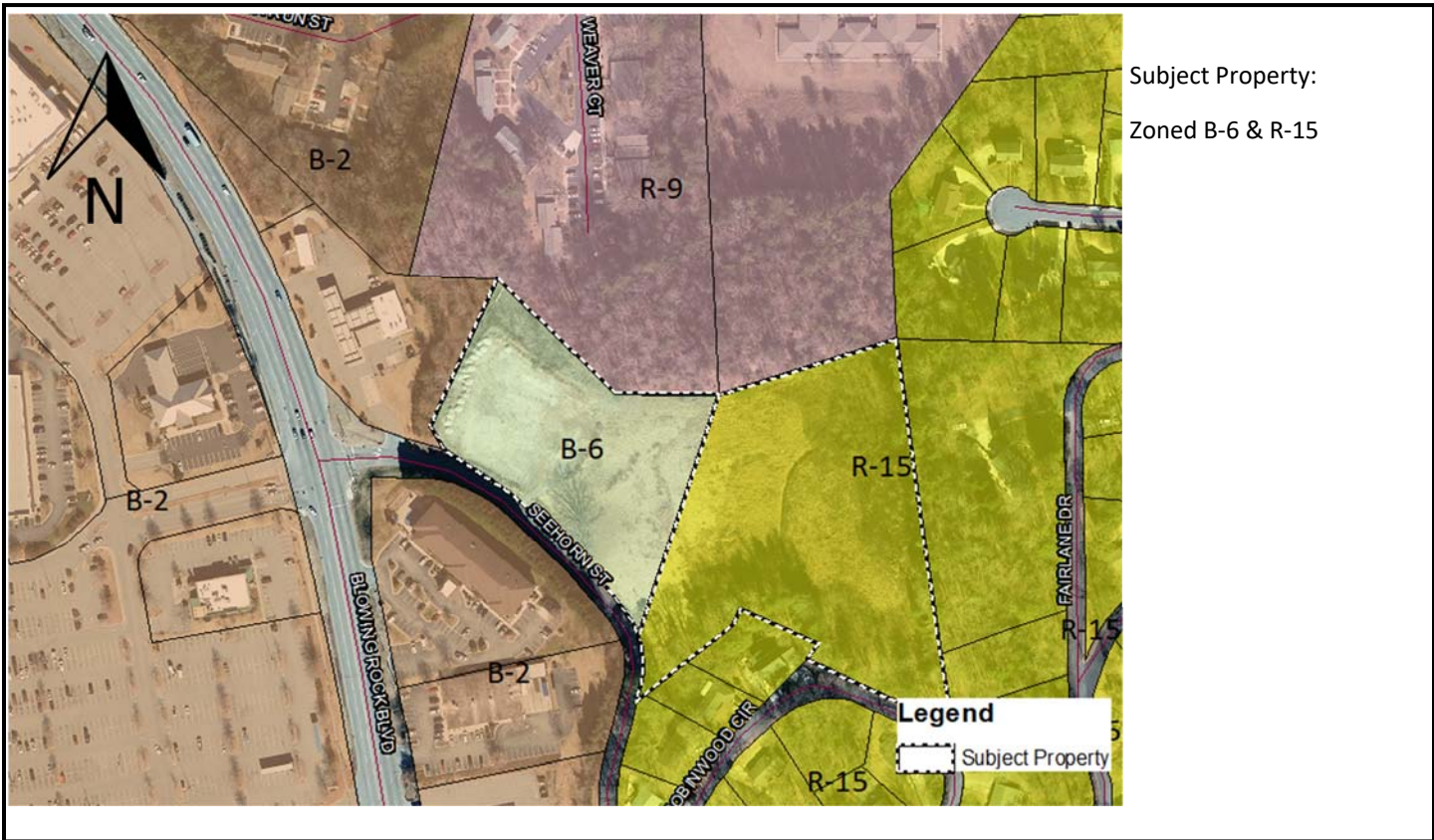
Anticipated to be scheduled for April 21, 2026.

ABUTTING PROPERTY OWNERS NOTIFIED

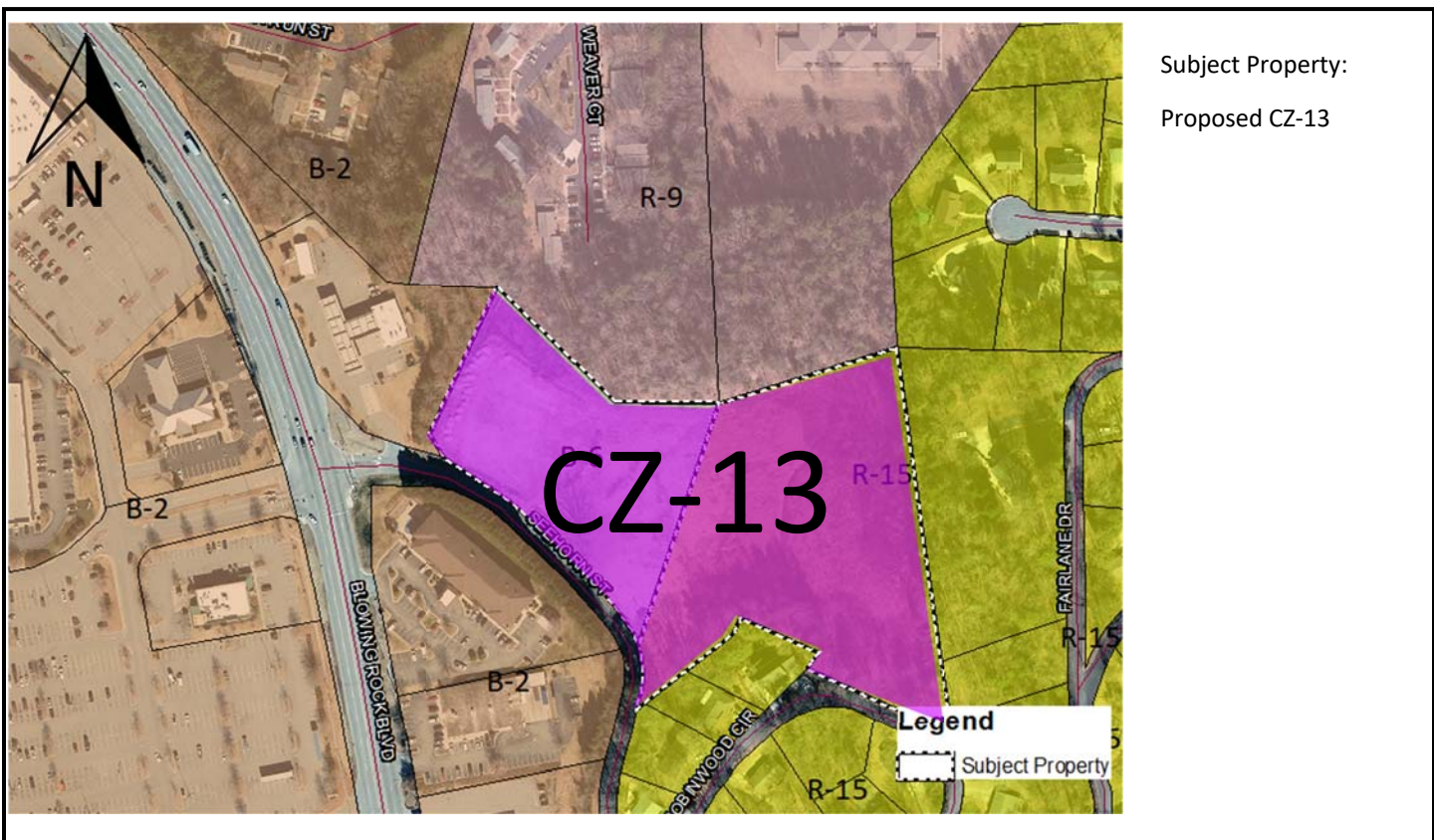


Name1	Name2	Mailing Address	City	State	Zip
VRUNDAVAN PROPERTIES LLC		284 BANNOCKBURN RUN	BURLINGTON	NC	27215
FIRST GRAND LLC ATTN: PAULA TEAGUE	C/O HOSPITALITY GROUP MGMT	PO BOX 9165	HICKORY	NC	28603
HAMBY BROTHERS CONCRETE INC		PO BOX 844	LENOIR	NC	28645
NORTH LENOIR HOUSING LP	WILLOWBROOK APARTMENTS	PO BOX 26405	GREENSBORO	NC	27404
HCRI NORTH CAROLINA	PROPERTIES III LP	4500 DORR ST	TOLEDO	OH	43607
BRADSHAW JAMES M	BRADSHAW DONNA	315 FAIRLANE DR NE	LENOIR	NC	28645
WHISNANT THOMAS W	WHISNANT REBECCA B	224 ROBINWOOD CIR NE	LENOIR	NC	28645
BISHOP LESLIE D		223 ROBINWOOD CR	LENOIR	NC	28645
GREENE ANDREW NEAL & HEATHER	LEIGH BRYANT	243 ROBINWOOD CIR NE	LENOIR	NC	28645
KERN STEPHEN M	KERN BARBARA	247 ROBINWOOD CIRCLE NE	LENOIR	NC	28645
CLEVINGER HOLLY	TURNER JOSHUA	244 ROBINWOOD CIR NE	LENOIR	NC	28645
HICE JENIFER	HICE ADAM	248 ROBINWOOD CIRCLE NE	Lenoir	NC	28645
PURCELL BETTY B ET AL		222 ROBINWOOD CIRCLE NE	Lenoir	NC	28645

EXISTING ZONING



PROPOSED ZONING



BACKGROUND AND ANALYSIS

Intent of Conditional Zoning

The City of Lenoir's Zoning Ordinance establishes an official zoning map/atlas for the City of Lenoir. The zoning map may be amended from time to time by the City Council when public necessity, convenience, general welfare, or good zoning practice justifies the amendment. Conditional Zoning is intended for use in unique development scenarios when a development proposal does not fit into a conventional zoning district, but may be desirable and compatible with an area depending on the specific details of the project and its surroundings.

The conditional zoning process gives the City sufficient flexibility to determine whether a specific project on a given site will be compatible with the environment and the Comprehensive Plan. Conditional Zoning is a legislative process requiring the Planning Board to review and make a recommendation to the City Council on the request. Each Conditional Zoning district is adopted as an ordinance and is recorded with the Register of Deeds.

Intent of Base Zoning Districts (B-6 & R-15)

B - 6 (Transitional Business) District is intended to serve the needs of the traveling public as well as provide convenience goods and services to surrounding residential neighborhoods. This district is further intended to promote commercial activity in a high-volume traffic corridor that is in close proximity to well established, economically healthy residential neighborhoods, and as such requires design and performance standards to ensure commercial development occurs at compatible intensities, with appropriate architectural standards and buffering/screening requirements. Areas zoned B-6 tend to be already developed with medium density single family homes and a variety of multi-family uses, and are experiencing pressure for commercial expansion due to their close proximity to major transportation facilities. This district promotes incremental change to accommodate the conversion of existing structures into offices and low intensity retail or service uses, along with new development of non-residential uses, while allowing single family residences to remain as permitted land uses as the areas undergo gradual change.

R - 15 Residential (Single-family) District is intended to accommodate low density single-family residences and compatible land uses. R-15 is normally serviced by public water and sewer facilities. Any uses which would adversely affect or interfere with the residential character and development of these areas are excluded.

Subject and Surrounding Properties

The 7.3 acre subject properties consist of two lots at 938 Seehorn Street, northeast of the 321/Seehorn intersection. The western parcel is zoned B-6 (2.83 ac), while the eastern parcel is zoned R-15 (4.5 ac). The property is currently owned by Hamby Brothers Concrete. The eastern part of the site vertically inclines from 1200 ft. elevation to 1300 ft. towards Robinwood Circle and Fairlane Drive with trees serving as a minor buffer to neighboring residents currently (see page 9 for site photos). Properties to the east are zoned R-15, to the north R-9, and to the west B-2.

The property is bordered on three sides by various residential dwelling types. North of the site are two multi-family developments (zoned R-9) along Weaver Ct. and Cedar Run Street, as well as a senior care facility at 1145 Powell Rd. East and southeast of the site are multiple established single-family neighborhoods along Robinwood Cir. and Fairlane Drive which connect to the larger Lower Creek neighborhood. Across Seehorn Street is a Comfort Inn hotel and to the west of the site is a gas station.

The project is within .2 miles of a signalized intersection with Blowing Rock Blvd. (US-321) which serves as the main north-south thoroughfare in Lenoir and is in close proximity to major commercial developments such as Walmart, Bo's, and the North Hills shopping center in addition to Exela and Blue Ridge Energy which are two major employment drivers and service providers in the region.

BACKGROUND AND ANALYSIS (CONT.)

Reason for Request

The applicant is seeking to acquire the property and develop a 68-unit housing multi-family apartment complex on at 7.3 acre site (Density: 9.3 dwelling units per acre). Under current zoning, the B-6 parcel could be developed with up to 25 apartment units and the R-15 parcel could not be developed with apartments at all.

B-6/R-15/CZ-13 Zoning Standards

Standard	B-6	R-15	CZ-13 Changes
Development Standards	Minimum Lot Size—10,000 SF Setbacks Front: 10' Side Yard: 10' Abutting side Street: 25' Minimum Rear Yard: 10'	Minimum Lot Size—15,000 SF Setbacks Front: 40' Side Yard: 15' Abutting Side Street: 25' Minimum Rear Yard: 35'	Setbacks Abutting R-9 multi-family uses/districts: 10 ft. Abutting R-15 single-family uses/districts: 45 ft.
Summary of Permitted Uses	<ul style="list-style-type: none"> • Accessory Structure (Cottage, Apartment) • Attached Dwellings (townhomes) • Dwelling, Single Family • Multifamily, Low-density (7.2 dwelling units per acre) • Family Care Facility (up to 6 residences) • Eating and Drinking (no drive-through) • Office • Retail, Neighborhood and Light • Service, Business and Personal • Studio and Specialty School • Veterinarians (no outdoor kennels) 	<ul style="list-style-type: none"> • Accessory Structure (Cottage, Apartment) • Dwelling, Single Family • Family/Group Care Facilities (1-6 non-related residents) Special Use: <ul style="list-style-type: none"> • Bed & Breakfast • Manufactured Home Parks (Existing) • Communication Towers • Cultural and Community Facilities 	<ul style="list-style-type: none"> • Multifamily, Medium-density (10 dwelling units per acre) • All uses in B-6 & R-15

BACKGROUND AND ANALYSIS (CONT.)

Zoning Analysis

This Conditional Zoning District is intended to accommodate a medium density multifamily apartment complex while providing for wider setbacks along the abutting single family neighborhoods. The Conditional Zoning District adds medium-density multifamily as a permitted use across both parcels, and maintains the uses allowed in B-6 and R-15 on each respective parcel.

The setback along property lines that abut the R-15 zoning district is proposed to be 45 feet, while the setback along property lines that abut the B-6 zoning district is proposed to be 20 feet. These setbacks are greater than the required setbacks in both the B-6 and R-15 district.

A 30-foot wide planted buffer will be required along the abutting R-15 zoned properties, which is double the standard 15-foot buffer width. To maintain the same level of screening performance across the expanded area, the planting requirements of Section 712 will be applied at twice their normal intensity. This means the buffer must contain four staggered rows of trees and shrubs (instead of the standard two), spaced according to the Section 712 Buffering and Screening standards in the Lenoir Ordinance, so that a continuous six-foot-tall screen is established within two years.

The Design Standards for Commercial, Office, Institutional, and Governmental Uses in Section 714 will be required to ensure an attractive and welcoming development with predictable standards that other recent developments in the 321 commercial corridor meet.

See the full list of proposed conditions on page 7.

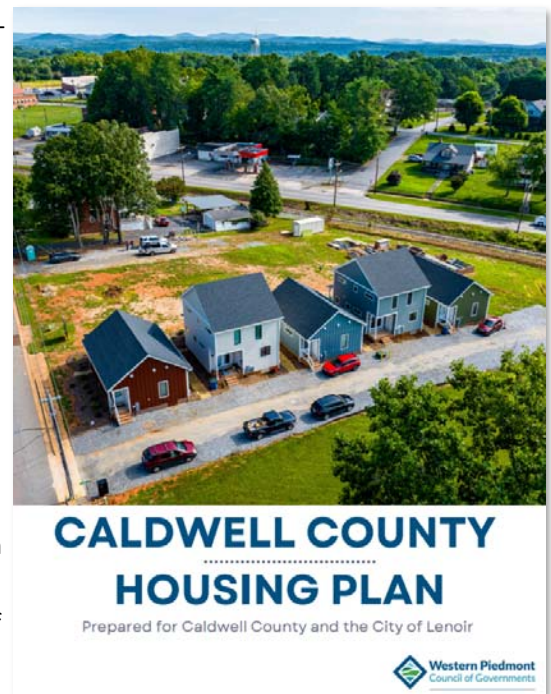
Relevance to Adopted Plans and Historical Concerns

Comprehensive Plan: This multi-family development aligns with several City-adopted plans and goals. The 2045 Comprehensive Plan dedicates an entire section to housing, infill, and redevelopment, noting an overwhelming majority of older single-family detached homes. It aligns with several goals in the housing section of the implementation plan, specifically H-9 & H-10 (see side bar). The plan focuses heavily on design in various forms including character, scale, and form which brings variety to a single-family-exclusive neighborhood adjacent to commercial developments. The proposed development is an efficient land use, thoughtfully planned and creating new community spaces and connections to local businesses.

Housing Plan: The 2025 Caldwell County Housing Plan (adopted by Caldwell County and supported by City of Lenoir) was drafted to respond to a structural housing shortage that is constraining economic growth, to provide market data that would stimulate private development, and to modernize local policies to attract both investment and younger demographic groups. This plan explicitly identifies this site an appropriate site to provide housing in a utility-supported area. The plan outright suggests apartments as an affordable and practical solution in areas such as Lenoir where businesses are actively trying to develop and in turn hire local employees to boost the regional economy. Multi-family housing promotes diversity in development and placemaking, drawing a greater variety of prospective residents to Unifour communities.

#	Action Item
H-9	Encourage a wide variety of housing types by updating the zoning ordinance to include more missing middle housing types to the permitted use chart for by-right development in the zoning ordinance.
H-10	Eliminate the use of Special Use Permit for various housing types and allow residential uses by-right.

2045 Comprehensive Plan Housing Goals, Page 111



BACKGROUND AND ANALYSIS (CONT.)

RZ/CUP 1-12: In 2012, a similar multi-family development was proposed on the subject property and was recommended by Planning Board but ultimately denied at City Council after area residents expressed concerns about the saturation of apartment complexes, traffic impacts, changes in neighborhood character, and the lack of playgrounds.

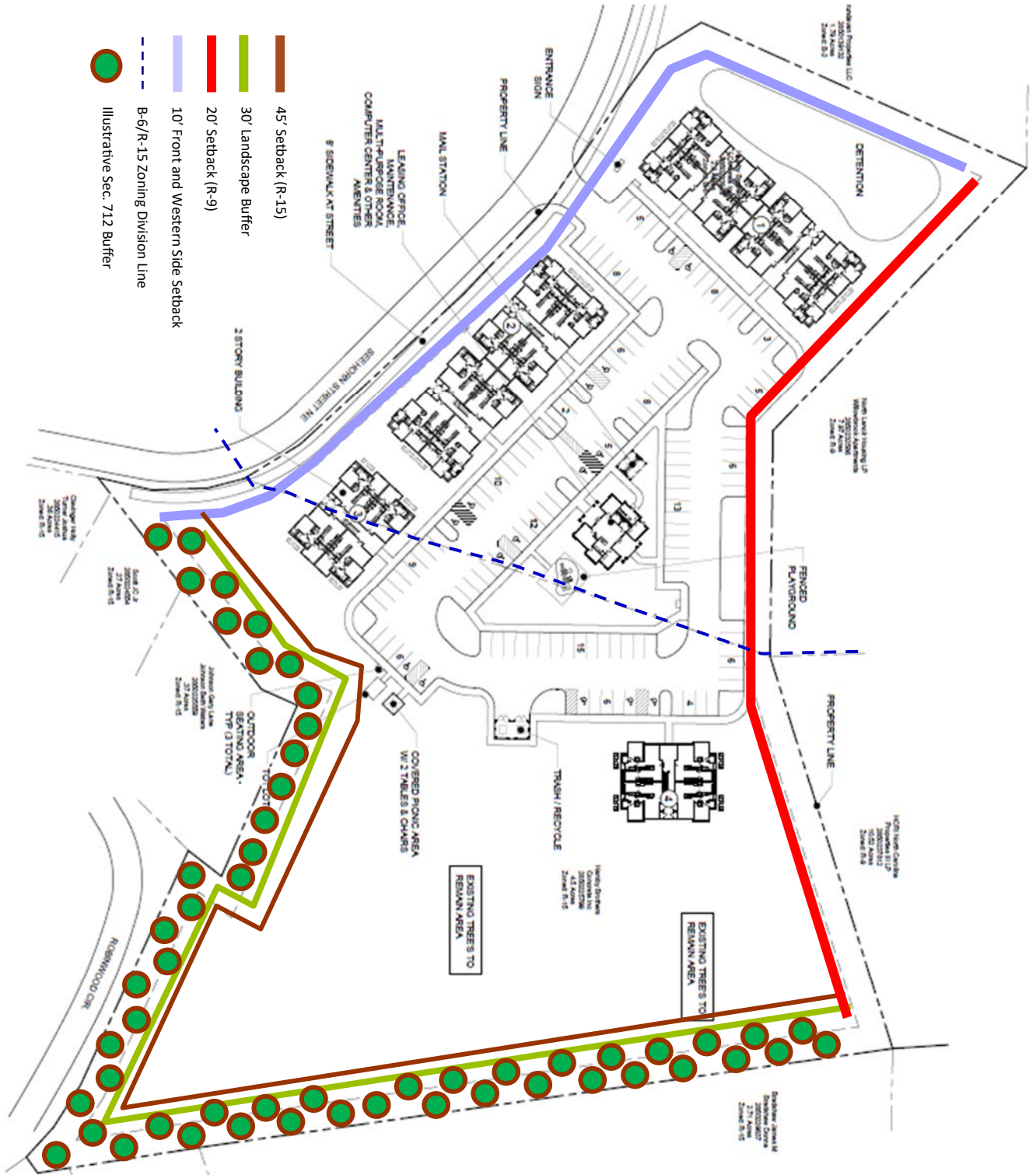
Many of those concerns are addressed in the current proposal, which includes multiple playgrounds and would activate a long-vacant site. While any development may introduce some impacts, providing housing for dozens of residents and reinvesting in this property presents a clear community benefit.

The proposed conditions are intentionally crafted to respond to prior concerns about traffic and neighborhood character. Improvements to circulation, community amenities, and building design would enhance Seehorn Street and create a more attractive transition to adjacent residential neighborhoods.

Proposed Conditional Zoning District: CZ-13 Specific Standards

1. **Base Zoning.** The underlying zoning districts for the properties involved are B-6 (Transitional Business) and R-15 (Single-Family Residential).
2. **Permitted Uses.** The uses permitted in CZ-13 are as follows:
 - a. Medium-density multi-family housing.
 - b. Uses allowed in the underlying B-6 and R-15 zoning districts.
3. **Density.** Residential uses shall be limited to a maximum density of 10 dwelling units/acre.
4. **Buffer.** A 30-foot-wide planted buffer strip shall separate the subject properties from property lines abutting R-15 zoning. Mature trees within the 30-foot-wide buffer must remain. Credit for utilizing existing trees on site greater than or equal to required standards shall be two trees for every one tree retained. To maintain the same level of screening performance across the expanded area, the planting requirements of Section 712 will be applied at twice their normal intensity. This means the buffer must contain four staggered rows of trees and shrubs (instead of the standard two), spaced according to the Section 712 Buffering and Screening standards in the Lenoir Ordinance, so that a continuous six-foot-tall screen is established within two years.
5. **Setbacks.** The minimum setbacks for any development abutting multi-family zoning districts and/or uses (R-9) are 10 feet. For any development abutting single-family zoning districts and/or uses (R-15), the minimum setbacks are 45 feet. The front setback along Seehorn Street is 10 feet. The side setback on the western property line is 10 feet.
6. **Lighting.** All lighting must be fully cut-off and shielded to prevent light trespass on adjacent residential properties.
7. **Design Standards.** Design Standards for Commercial, Office, Institutional, And Government Buildings found in Section 714 must be met, which includes but is not limited to building features including materials, colors, and entrances; landscaping; outdoor storage, garbage collection, and loading areas; pedestrian flow and movement interior to the site, and an 8-foot wide sidewalk along the Seehorn Street frontage.
8. **Ingress/Egress.** The driveway for the site must be located off of Seehorn Street. Development is contingent upon confirming sufficient emergency access with the City's Fire Marshal. No vehicular access to the site is permitted along Robinwood Cir. or Fairlane Dr.
9. **Amenities.** All clubhouse, community amenities, and landscape buffer for the proposed multi-family development must be fully complete before first certificate of occupancy is issued to the property owner/management.

SITE PLAN (BLACK & WHITE)



CONSISTENCY STATEMENT/STAFF RECOMMENDATIONS

Consistency with the Comprehensive Plan/Reasonableness of Amendment

When adopting or rejecting any zoning amendment, City Council must adopt a brief statement describing whether or not the action is consistent with the City's Comprehensive Plan, in accordance with G.S. 160D-605(a), and must also address the reasonableness of any proposed map amendments. Staff offers the following draft statement on the consistency and reasonableness of the request.

The proposed Conditional Zoning Ordinance is consistent with the 2045 Comprehensive Plan because it specifically addresses the three most significant priorities for the future of housing development in Lenoir which are affordable housing, new housing developments, and good quality of life. While the Future Land Use Map identifies this property as mixed use and single-family, the proposed development on the subject property would revitalize a vacant site and effectively provide homes for upwards of 150 residents. The development proposed also subscribes to multiple components of good design including efficient land use in the form of medium density development reducing urban sprawl, transportation and connectivity with immediate access to 321, and community spaces including a clubhouse, multiple playgrounds, and common areas.

This site is explicitly mentioned in the 2025 Caldwell County Housing Plan which encourages thoughtful and attainable development connecting residents to local job opportunities and access to community resources. The City continues to make intentional efforts to support effective developments for the greater Lenoir community.

PLANNING BOARD RECOMMENDATIONS

SITE PHOTOS

Below: Middle of site, facing west towards Seehorn & 321



Below: Trees chopped down facing Fairlane Drive due northeast



Above: Pit near concrete slab towards entrance of site off Seehorn St.

Above: Chopped down trees, Robinwood Dr. to the east

APPLICANT'S SITE PLAN



Leasing Office & Clubhouse Amenities

Fenced Playground & Tot Lot
Covered Picnic Area

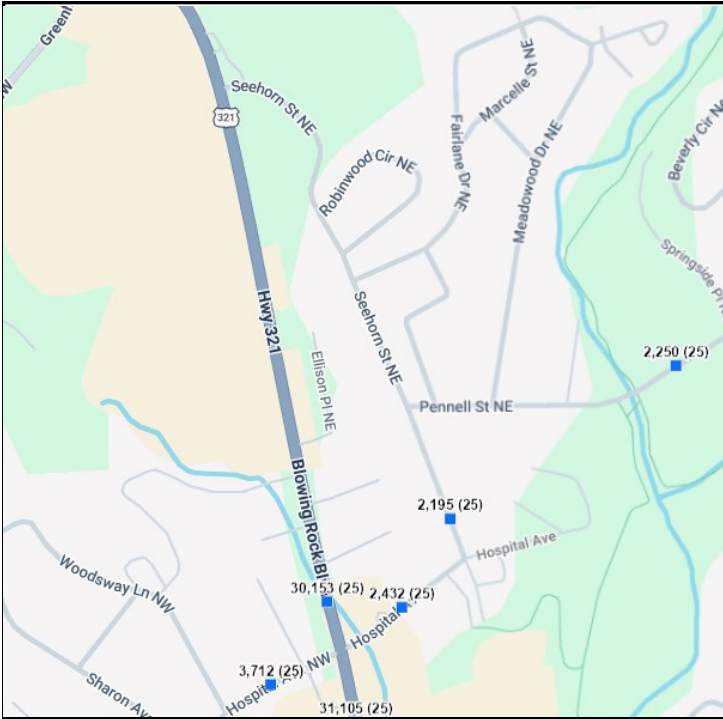


Staff Report ADDENDUM: March 3, 2026

Conditional Zoning Request #13

CASE NUMBER R #1-26

SEEHORN STREET AADT



Annual Average Daily Trip (AADT)

AADT ?				
	Year	AADT	DHV-30	K %
	2025	2,195		
	2024	2,178 ³		10
	2023	2,139	217	10
	2022	2,341 ³		10
	2021	2,444	244	10

Navigation: << < > >> 1-5 of 17

AADT is an average 24-hour traffic volume at a given location taken for a period of 48-72 hours. AADT are calculated by using factors obtained from permanent traffic count locations that actually record count data 365 days a year and applying these seasonal correction factors to convert ADT to AADT.

TRAFFIC ANALYSIS

Owner

Hamby Brothers Concrete Inc.

Applicant

Connelly Development LLC

Location

938 Seehorn Street (~7.3 ac)

NC PIN

2850222945, 2850225799

Project Planners

Matt Duchan, AICP, CZO
Hannah Williams

Updated March 3, 2026

Estimated Trip Generation

Traffic impacts associated with the proposed apartment complex were assessed to determine whether the resulting volumes would approach Seehorn Street's operational limits. Although the proposed 68-unit apartment complex will introduce additional vehicles to Seehorn Street, the surrounding network has sufficient capacity to absorb the increase. The Trip Generation Manual, authored by the Institute of Transportation Engineers (ITE) is the industry standard for estimating trip generation of certain land uses. It estimates that multifamily housing units generate **6.59 trips** per day, and at peak hours **.46 to .58 trips** per unit. Based on 68 units, that means 448 daily trips, and 31-39 peak hour trips (35 average trips).

Traffic Count Data

Although there is no traffic count data available for the portion of Seehorn Street between US-321 and Robinwood Circle, NCDOT does provide data for the busier segment between Hospital Avenue and Pennell Street. According to NCDOT, the 2025 annual average daily traffic (AADT) for that southern segment of Seehorn Street is 2,195 vehicles per day. Based on ITE estimates, the proposed development would introduce approximately 20% more trips on Seehorn Street. While that figure may initially sound significant, context is important. Seehorn Street is 18 feet wide, with 9 foot wide travel lanes, and a speed limit of 25 miles per hour. According to NCDOT's Level of Ser-

TRAFFIC ANALYSIS

vice D Standards for Systems Level Planning, Seehorn Street should be able to operate successfully with 9,000 to 10,200 trips per day (see table on page 3). The current traffic levels are below what would typically strain a local residential street. The additional traffic is not anticipated to create capacity or operational deficiencies.

Is a traffic impact analysis required?

No. A Traffic Impact Analysis is a study of how a proposed development will affect the surrounding roadway network by analyzing nearby intersections and road segments to ensure new development does not overwhelm the existing road system. NCDOT requires a TIA when a proposed development's estimated trip generation is adding over 3,000 trips per day (generally, the City of Lenoir does not have a trip estimate threshold different from NCDOT's). With trip generation estimates far below NCDOT's threshold, staff does not recommend a TIA for the proposed apartments.

ITE TRIP GENERATION MANUAL, 11TH EDITION

Low-Rise Apartment (221)

Average Vehicle Trip Ends vs: Occupied Dwelling Units
On a: Weekday

Number of Studies: 22
Avg. Num. of Occupied Dwelling Units: 264
Directional Distribution: 50% entering, 50% exiting

Trip Generation per Occupied Dwelling Unit

Average Rate	Range of Rates	Standard Deviation
6.59	5.10 - 9.24	2.84

Average Vehicle Trip Ends vs: Occupied Dwelling Units
On a: Weekday,
Peak Hour of Adjacent Street Traffic,
One Hour Between 7 and 9 a.m.

Number of Studies: 27
Avg. Num. of Occupied Dwelling Units: 257
Directional Distribution: 21% entering, 79% exiting

Trip Generation per Occupied Dwelling Unit

Average Rate	Range of Rates	Standard Deviation
0.46	0.25 - 0.86	0.70

Average Vehicle Trip Ends vs: Occupied Dwelling Units
On a: Weekday,
Peak Hour of Adjacent Street Traffic,
One Hour Between 4 and 6 p.m.

Number of Studies: 27
Avg. Num. of Occupied Dwelling Units: 257
Directional Distribution: 65% entering, 35% exiting

Trip Generation per Occupied Dwelling Unit

Average Rate	Range of Rates	Standard Deviation
0.58	0.38 - 0.93	0.77

NCDOT TPD LEVEL OF SERVICE D STANDARDS OF SYSTEMS LEVEL PLANNING

Mountain Level of Service D Standards for Minor Thoroughfares *

55 MPH	1 Lane Per Direction			1 Lane Per Direction WCLTL		
	Urban	Suburban	Rural	Urban	Suburban	Rural
12 foot lanes	14000	14600	15100	15300	15900	16500
11 foot lanes	13500	14100	14600	14800	15400	16000
10 foot lanes	13100	13600	14100	14300	14800	15400
9 foot lanes	12600	13100	13600	13800	14300	14900

45 MPH	1 Lane Per Direction			1 Lane Per Direction WCLTL		
	Urban	Suburban	Rural	Urban	Suburban	Rural
12 foot lanes	11700	12200	14600	13100	13200	16000
11 foot lanes	11300	11800	14100	12700	12800	15500
10 foot lanes	10900	11400	13600	12200	12300	14900
9 foot lanes	10500	11000	13100	11800	11900	14400

35 MPH	1 Lane Per Direction			1 Lane Per Direction WCLTL		
	Urban	Suburban	Rural	Urban	Suburban	Rural
12 foot lanes	10200	10200		11500	12700	
11 foot lanes	9900	9900		11100	12300	
10 foot lanes	9500	9500		10700	11900	
9 foot lanes	9200	9200		10400	11400	

25 MPH	1 Lane Per Direction			1 Lane Per Direction WCLTL		
	Urban	Suburban	Rural	Urban	Suburban	Rural
12 foot lanes	10000			11300		
11 foot lanes	9700			10900		
10 foot lanes	9300			10500		
9 foot lanes	9000			10200		

Uses "Principal Arterials" and "Minor Arterials" Facility Types in NCLOS

* Decrease in Lane Width Capacity calculated via 2000 Highway Capacity Manual lane-width adjustment factor for saturation flow rate

See Appendix E1 for HCM 2000 Urban Arterial Equations

Use Appendix E4: Mountain Minor Thoroughfare Inputs for adjustments

NOTE: Lane Width is adjusted downward by 3.33% per less foot of pavement

Staff Report

CONDITIONAL ZONING REQUEST

CASE NUMBER R #2/26 (CZ-14)



LOCATION MAP/AERIAL PHOTOGRAPH



Subject Property:
108 Ellison Place

SUMMARY

Owner

Steven & Katherine Strange

Applicant

Foresite Group

Location

710 Blowing Rock Blvd. (2.3 ac)

NC PIN

2850213080

Project Planner

Hannah Williams, AICP, CZO

Matt Duchan, AICP, CZO

Updated February 26, 2026

Applicant's Request:

The applicant is requesting to re-zone the subject property to a Conditional Zoning district (CZ-14) from B-6 (transitional business), to allow for a drive-through establishment with a residential buffer.

Staff Recommendation:

Approval, with the conditions outlined in the staff report.

Planning Board Recommendation:

Approval of the request based on the consistency statement on page 8.

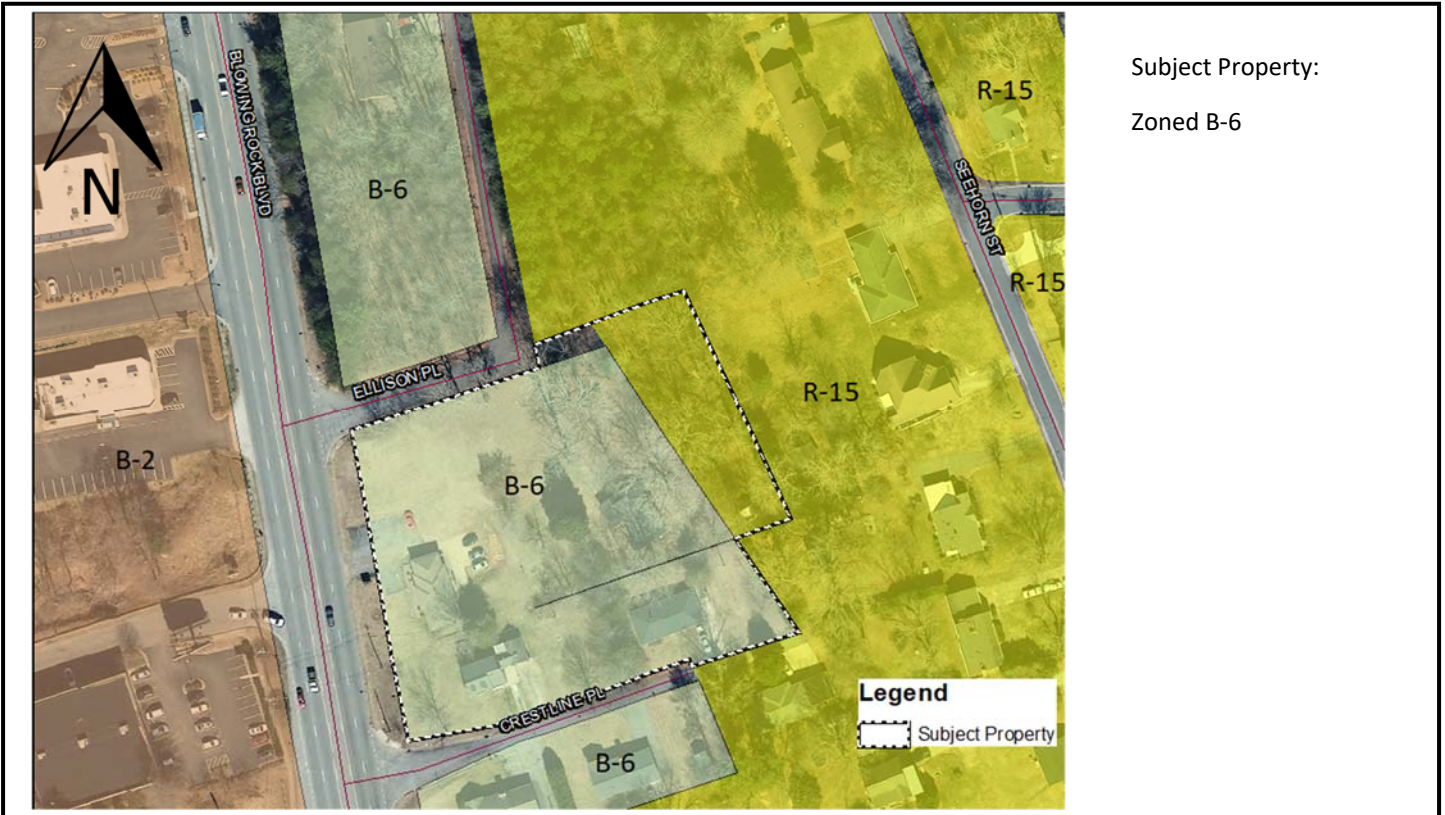
Public Comment:

Planning Board Meeting: March 9, 2026. Notices were mailed to adjacent property owners on February 25, 2026.

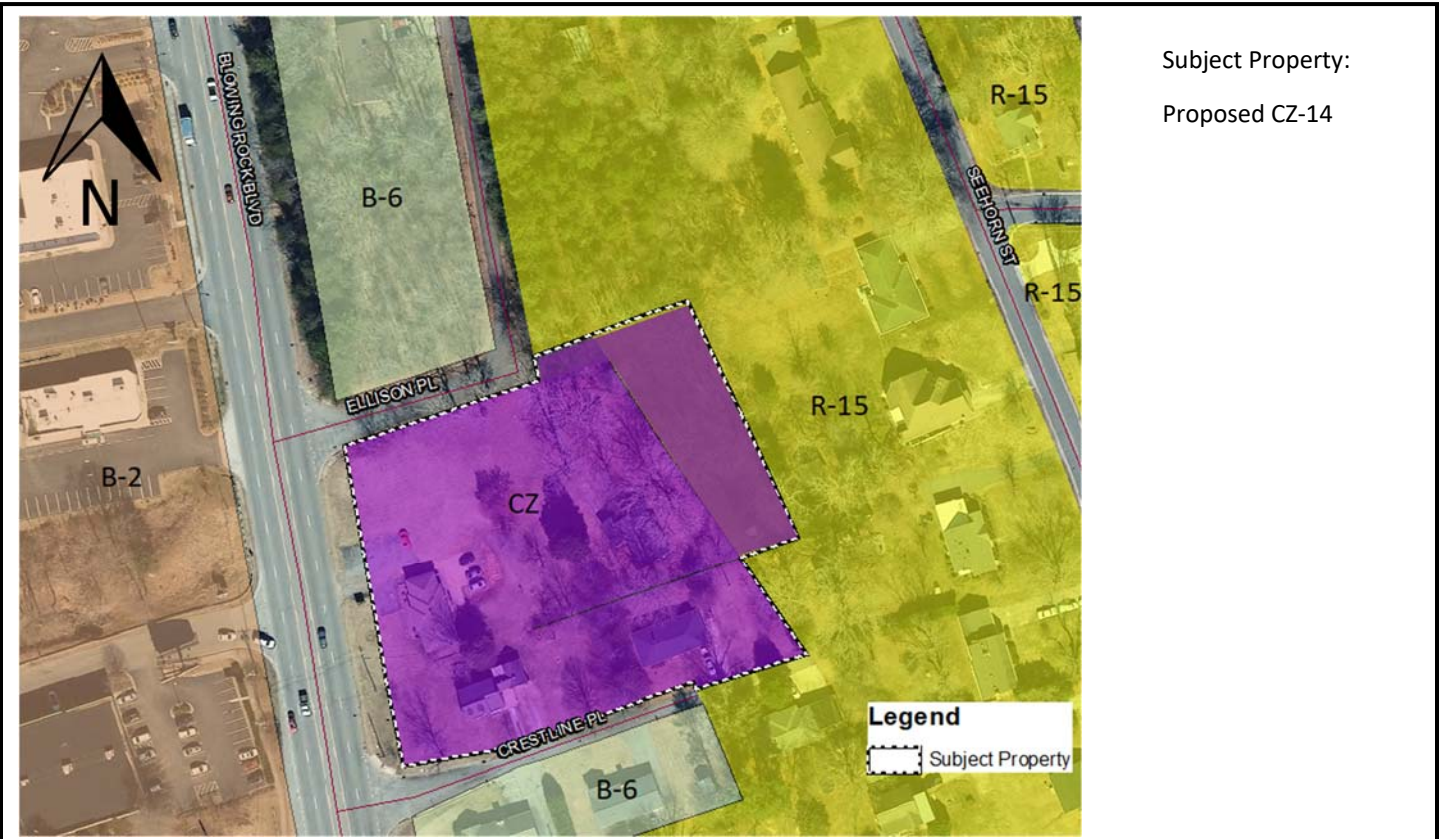
City Council (Public Hearing):

Anticipated to be scheduled for April 21, 2026.

EXISTING ZONING



PROPOSED ZONING



BACKGROUND AND ANALYSIS

Intent of Conditional Zoning

The City of Lenoir's Zoning Ordinance establishes an official zoning map/atlas for the City of Lenoir. The zoning map may be amended from time to time by the City Council when public necessity, convenience, general welfare, or good zoning practice justifies the amendment. Conditional Zoning is intended for use in unique development scenarios when a development proposal does not fit into a conventional zoning district, but may be desirable and compatible with an area depending on the specific details of the project and its surroundings.

The conditional zoning process gives the City sufficient flexibility to determine whether a specific project on a given site will be compatible with the environment and the Comprehensive Plan. Conditional Zoning is a legislative process requiring the Planning Board to review and make a recommendation to the City Council on the request. Each Conditional Zoning district is adopted as an ordinance and is recorded with the Register of Deeds.

Intent of Base Zoning District (B-6)

B - 6 (Transitional Business) District is intended to serve the needs of the traveling public as well as provide convenience goods and services to surrounding residential neighborhoods. This district is further intended to promote commercial activity in a high-volume traffic corridor that is in close proximity to well established, economically healthy residential neighborhoods, and as such requires design and performance standards to ensure commercial development occurs at compatible intensities, with appropriate architectural standards and buffering/screening requirements. Areas zoned B-6 tend to be already developed with medium density single family homes and a variety of multi-family uses, and are experiencing pressure for commercial expansion due to their close proximity to major transportation facilities. This district promotes incremental change to accommodate the conversion of existing structures into offices and low intensity retail or service uses, along with new development of non-residential uses, while allowing single family residences to remain as permitted land uses as the areas undergo gradual change.

Subject and Surrounding Properties

The 2.3 acre subject property is located along Blowing Rock Blvd. (US-321) between Crestline Place and Ellison Place. The property features four buildings. Two are rental homes addressed as 105 & 111 Crestline Place. Another building facing 321 is a house converted to office addressed as 710 Blowing Rock Blvd. There is also a vacant and deteriorated house toward the rear of the property that sits vacant addressed as 108 Ellison Place. The property abuts a single-family residential neighborhood to the east along Seehorn Street, while there are a few homes across Crestline as well as along Ellison. The subject property is situated amongst several undeveloped B-6 properties along the west side of Ellison Place. The R-15 zoning district is directly east of the site, while the vast majority of sites along 321 are zoned B-2 (general business) and developed with similar proposed uses such as light retail and restaurants with drive-throughs.

Reason for Request

The applicant is seeking to develop a coffee drive-through establishment with 21 stacking spaces (and a second, ready-to-build site) to reactivate a commercial area zoned for transitional business (see site plan on page 7). The proposed conditional zoning district (CZ-14) will allow for a drive-through and also buffer the established single-family houses nearby. Two existing residences on the subject property are proposed to be removed in order to develop the drive-through establishment.

BACKGROUND AND ANALYSIS (CONT.)

Zoning Analysis

The site is zoned B-6 along a predominantly B-2 zoned corridor. As other B-2 sites on 321 have easily redeveloped in the last 10+ years, no development has occurred here despite several years on the market. Developing drive-throughs is a common use along the US-321 commercial corridor and the proposed establishment will likely be successful at this location.

Still, the surrounding low-density residential context calls for thoughtful transitions, so enhanced standards are proposed to protect the character and livability of the adjacent neighborhood. This development will be subject to the design standards common to the corridor and buffers for single-family and low-density uses can provide a protective transition.

The Conditional Zoning Ordinance will accommodate an eating and drinking establishment with a drive-through, providing for a wider setback adjacent to single family neighborhoods. A 30-foot-wide planted buffer is proposed along the R-15 zoned properties to sufficiently screen a busy and well-trafficked use away from neighboring residences. The buffer will also be supplemented with a 45 foot setback along abutting R-15 property lines. The Design Standards for Commercial, Office, Institutional, and Governmental Uses in Section 714 will be required to ensure an attractive and welcoming development with predictable standards that other recent developments in the 321 commercial corridor meet.

Additionally, drive-through establishments with a minimum of seven (7) stacking spaces per lane would be a permitted use, with 21 total proposed. The stacking spaces per lane requirements in the surrounding region range between four and seven spaces, but with the possibility of backups onto the street, it is practical to recommend the higher end of the spectrum moving forward with any new development proposed.

B-6/CZ-14 Zoning Standards

Standards	B-6	CZ-14 Changes
Development Standards	Minimum Lot Size—10,000 SF Setbacks Front: 10' Side Yard: 10' Abutting side Street: 25' Minimum Rear Yard: 10' New construction shall be screened from adjoining residentially zoned property by a brick wall at least 6 feet in height. The wall shall be landscaped on both sides with shrubs spaced no more than 3 feet apart.	Setbacks Front: 10' Side Yard: 10' Abutting side Street: 25' Minimum Rear Yard: 45' Buffer A 30-foot-wide planted buffer strip along the rear of the property shall separate the property from abutting single-family zoning districts
Summary of Permitted Uses	Accessory Structure (Cottage, Apartment) Attached Dwellings (townhomes) Dwelling, Single Family Multifamily, Low-density (7.2 dwelling units per acre) Family Care Facility (up to 6 residences) Eating and Drinking (no drive-through) Retail, Neighborhood and Light Service, Business and Personal; Office uses Studio and Specialty School Veterinarians (no outdoor kennels)	<ul style="list-style-type: none"> • All permitted uses in B-6 • Eating and Drinking (with drive-through) and a minimum 7 stacking spaces per lane

BACKGROUND AND ANALYSIS (CONT.)

Proposed Conditional Zoning District: CZ-14 Specific Standards

1. **Base Zoning.** The underlying zoning district for the subject parcel is B-6 (Transitional Business).
2. **Permitted Uses.** The uses permitted in CZ-14 are as follows:
 - a. All permitted uses allowed in B-6.
 - b. Eating and drinking establishments (with drive-through) with a minimum of seven (7) stacking spaces per lane.
3. **Buffer.** A 30-foot-wide planted buffer strip shall separate the subject properties from property lines abutting R-15 zoning. Mature trees within the 30-foot-wide buffer must remain. Credit for utilizing existing trees on site greater than or equal to required standards shall be two trees for every one tree retained. To maintain the same level of screening performance across the expanded area, the planting requirements of Section 712 will be applied at twice their normal intensity. This means the buffer must contain four staggered rows of trees and shrubs (instead of the standard two), spaced according to the Section 712 Buffering and Screening standards in the Lenoir Ordinance, so that a continuous six-foot-tall screen is established within two years.
4. **Setbacks.** For any development abutting single-family zoning districts and/or uses (R-15), the minimum setback is 45 feet. All other setbacks are the same as prescribed in the B-6 zoning district, which are:
 - Front: 10 ft.
 - Side: 10 ft.
 - Street side: 10 ft.
5. **Design Standards.**
 - A. Design Standards for Commercial, Office, Institutional, And Government Buildings found in Section 714 must be met, which includes but is not limited to building features including materials, colors, and entrances; landscaping; outdoor storage, garbage collection, and loading areas; pedestrian flow and movement interior to the site, and an 8-foot wide sidewalk along the Crestline Place & US-321 street frontage.
 - B. Drive-throughs must accommodate a minimum of 7 stacking spaces per lane.
6. **Ingress and Egress.** Development must provide ingress and egress from Crestline Place and Ellison Place when appropriate for development. Cross-access for the property must be established for sufficient traffic circulation and safety. No ingress or egress is permitted along US-321.

CONSISTENCY STATEMENT/STAFF RECOMMENDATIONS

Consistency with the Comprehensive Plan/Reasonableness of Amendment

When adopting or rejecting any zoning amendment, City Council must adopt a brief statement describing whether or not the action is consistent with the City's Comprehensive Plan, in accordance with G.S. 160D-605(a), and must also address the reasonableness of any proposed map amendments. Staff offers the following draft statement on the consistency and reasonableness of the request.

The proposed Conditional Zoning Ordinance is consistent with 2045 Comprehensive Plan, because it is identified as Neighborhood Mixed Use on the Future Land Use Map where restaurants and light retail are appropriate land uses and largely permissible in B-6 zoning. The proposed development is a drive-through that addresses neighboring residential concerns with a wide natural buffer and proper traffic circulation into and out of the site. It also addresses a pressing desire by Lenoir residents to attract new businesses to the area and intentionally support new commercial opportunities. Staff finds the proposed Conditional Zoning Ordinance to be reasonable and in the public interest as it provides practical development standards tailored to a complex site and fulfills goals set out by the 2045 Comprehensive Plan.

PLANNING BOARD RECOMMENDATIONS

SITE PHOTOS

Below: Crestline and 321 intersection, approximate location of the future drive way will be to the right.



Below: Existing rear buffer on the site, that will need to be improved to meet proposed conditions



Above: Northeast corner of site, overlooking front building to be removed and 321.



Above: Ellison Place and 321

SITE PHOTOS



Above: House on site, pending removal

Below: Vacant house in the middle of the site



Permit Report

01/29/2026 - 02/25/2026

Accessory | Group Count: 3

2026034	2/12/2026	Accessory	Robert Caldwell	2/12/2026	36 X 28 Accessory Building	2392 BAPTIST CHURCH RD
2026020	2/4/2026	Accessory	Steven Davis	2/5/2026	Installation of a 14x28 vinyl liner in ground pool to be located on the right rear side of the home.	0 MAEHILL PL
2026045	2/20/2026	Accessory	Lenoir Dental RE LLC	2/24/2026	Relocation of dumpster and construction of fence around new dumpster location	210 WILLOW ST

Driveway | Group Count: 6

2026046	2/23/2026	Driveway	Julian Baker	2/23/2026	Driveway	406 SCARLETT OAK CT
2026048	2/25/2026	Driveway	GTE Construction and Realty, INC	2/25/2026	Driveway	1115 GEORGETOWN LN
2026022	2/5/2026	Driveway	Carolina Elite Builders	2/5/2026	Driveway	707 HILLCREST ST
2026030	2/10/2026	Driveway	Jeremy Hundley-All 4 U Homes LLC	2/10/2026	Driveway	1155 SUMMER HILL ST

2026031	2/10/2026	Driveway	Jeremy Hundley-All 4 U Homes LLC	2/10/2026	Driveway	1161 SUMMER HILL ST
2026032	2/10/2026	Driveway	Jeremy Hundley-All 4	2/10/2026	Driveway	1159 SUMMER HILL ST
Floodplain Development Group Count: 1						
2026023	2/5/2026	Floodplain Development	Casey Greer, Sign Saver	2/5/2026	84" x 84" multi tenant pylon sign	1031-B MORGANTON BV
Permanent Sign Group Count: 3						
2026024	2/5/2026	Permanent Sign	Casey Greer, Sign Saver	2/5/2026	84" x 84" multi tenant pylon sign	1031-B MORGANTON BV
2026018	1/29/2026	Permanent Sign	Chris Crotts	1/29/2026	Business Sign	239 Harper Ave.
2026029	2/9/2026	Permanent Sign	Maria Urbina	2/9/2026	Business Sign	458 HARPER AV
Residential Addition Group Count: 1						
2026033	2/10/2026	Residential Addition	Abraham Barrera	2/10/2026	10 x 20 residential addition	1332 UNDERDOWN AV
Single Family Home Group Count: 9						
2026019	1/30/2026	Single Family Home	GTE Construction and Realty	2/25/2026	Single family home	1115 GEORGETOWN LN
2026021	2/5/2026	Single Family Home	Carolina Elite Builders	2/10/2026	Single Family Home	707 HILLCREST ST
2026025	2/6/2026	Single Family Home	LC Builder and Investments, L.L.C	2/10/2026	Construct new single family dwelling	1155 SUMMER HILL ST

226026	2/6/2026	Single Family Home	LC Builder and Investments, L.L.C.	2/10/2026	Construct new single family dwelling	1159 SUMMER HILL ST
2026027	2/6/2026	Single Family Home	LC Builder and Investments, L.L.C	2/10/2026	Construct new single family dwelling	1161 SUMMER HILL ST
2026042	2/19/2026	Single Family Home	sweet mango builders llc	2/25/2026	new build	747 CHATSWORTH CR
2026043	2/19/2026	Single Family Home	eric souare	2/25/2026	new build	405 WHITMORE ST
2026044	2/20/2026	Single Family Home	Julian Baker	2/23/2026	Single Family Home	406 SCARLETT OAK CT
2026039	2/17/2026	Single Family Home	Joseph Greer		SFH	1811 COYOTE CREEK PL

Temporary Advertising | Group Count: 3

2026040	2/18/2026	Temporary Advertising	Sheds Direct of Lenoir	2/19/2026	3'x5' banner	1362 BLOWING ROCK BV
2026041	2/19/2026	Temporary Advertising	Ricardo Leon Marias	2/19/2026	Feather Banner	208 MORGANTON BV
2026047	2/23/2026	Temporary Advertising	Mohammed Khashashneh	2/23/2026	Temp feather banner	1080 NORTH MAIN ST

Zoning Verification | Group Count: 3

2026028	2/9/2026	Zoning Verification	Maria Urbina	2/9/2026	Bakery	458 HARPER AV
2026035	2/13/2026	Zoning Verification	Gary Pennington	2/13/2026	Zoning Verification	2102 HARPER AV
2026037	2/16/2026	Zoning Verification	Claudette Dupont	2/16/2026	Zoning Verification	411 MOUNTAIN VIEW ST

02/25/2026