



# Lenoir Planning Board

Special Meeting Agenda • March 30, 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

John Arnaud

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 March 09, 2026 minutes



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

**LOCATION:**

City /County Meeting Room  
905 West Avenue

**MEMBERS PRESENT:** John Arnaud, Curtis Baker, Sharon Bryant, Michael Careccia, Kyle Case, Lucy McCarl, Dontrell Parson, Edward Terry

**MEMBERS ABSENT:** Tammy Greene, Joey Petrack

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

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

**MINUTES:**

Board Member case made a motion to approve the meeting minutes of February 9, 2026, seconded by Board Member Parson. All were in favor, none opposed.

**NEW BUSINESS:**

- |                  |                             |
|------------------|-----------------------------|
| <b>1. R 1-26</b> | <b>938 Seehorn Street</b>   |
| 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.

Chairperson McCarl addressed the Planning Board and public announcing that the Board will not be discussing or making a recommendation tonight on Rezoning Case 1-26, located at 938 Seehorn Street. The delay is due to the discovery that the complete mailed notice requirement was not met. The developer of the proposed apartment complex will present the project and the public may comment. There will be a special meeting of the Planning Board held on March 30, 2026, at 5:30PM. An updated staff report will be available later in the week on the Planning Department's website and mailed notice of this meeting will be sent to all abutting property owners 10 to 20 days prior to this meeting.

Chairperson McCarl called for Project Developer to speak.

Andy Rosen, project developer with Connelly Development LLC located in Lexington, SC. Mr. Rosen gave brief background on previous multi-family project developments and locations with Connelly Development. A power-point presentation would be given at the special meeting on March 30, 2026 with a more detailed analysis on each matter.

Board Member Baker asked Mr. Rosen what the closest location the group has developed and its apartment count. Mr. Rosen stated the closest would be Salisbury, NC, which has 84 apartments. The location name is Westbrook Trace Apartments.

Board Member Case asked with these being work force market rate housing, what the estimated rental rates would be. Mr. Rosen stated they would be between \$500 to \$1200 in monthly rent.

Board Member Baker asked Mr. Rosen if his power-point presentation could provide a profile view of the residential homes surrounding the proposed apartments with the buffers in place. Mr. Roseman stated he would check with the groups architect.

Chairperson McCarl called for the requested public appearances to speak.

James Bradshaw, property owner at 315 Fairlane Drive. Mr. Bradshaw addressed, as an opponent, his concern with changing property to Conditional Zoning CZ-13. Those concerns include traffic, grading on property, noise and interfering with the residential character of the existing community.

Leslie Bishop, property owner at 223 Robinwood Circle NE. Ms. Bishop addressed, as an opponent, her concerns with the proposed apartment development. Her concerns included the impact this project will have on community safety, infrastructure, and character.

Gary Johnson, property owner at 236 Robinwood Circle. Mr. Johnson addressed, as an opponent, his concerns with already existing traffic problems and safety concerns on Seehorn Street.

Andrew Greene, property owner at 243 Robinwood Circle, NE. Mr. Greene questioned, as an opponent, his concerns with density of units/acre and was building 4 not exceeding that. Planning Director Hannah Williams explained that this was calculated over entire property. Mr. Greene also has concerns on lighting and how this would be addressed.

Kent Greer, property owner at 218 Robinwood Circle. Mr. Greer ask for all in the audience to stand that was opposing the development.

Thad Mullis, property owner at 119 Ellison PI NE. Mr. Mullis addressed, as an opponent, his concern with traffic, number of units and accidents.

Krista Walton, property owner at 814 Seehorn St NE. Ms. Walton addressed, as an opponent, concerns with traffic and increase in pedestrians.

Chairperson McCarl reminded all in attendance that the next meeting on this case would be on March 30, 2026 at 5:30 PM.



Board Member Case ask if the second site was developed would a driveway go through to Ellison Place. Matt Duchan responded that a cross access would be required and it would be a condition of approval.

Civil Engineer Micah Hatley with Foresite Group reiterated information given in presentation on concerns with traffic, noise and lighting.

Board Member Terry ask Mr. Hatley what the typical hours of operation would be and also estimated traffic during these times. Mr. Hatley responded that he did not have traffic numbers but that could be reviewed and provided. The hours of operation are on average 5am to 8pm with the busiest time being the morning.

Chairperson McCarl opened the public comment period.

Mack Fulmer, property owner at 717 Seehorn St NE. Mr. Fulmer addressed, as an opponent, his concerns with this development stating he feels this will destroy the character of the neighborhood. He feels there are other areas that would be better suited for this type of development.

Thad Mullis, property owner at 119 Ellison PI NE. Mr. Mullis addressed, as an opponent, his concerns with this development. Mr. Mullis primary concern is traffic in the area and requested a traffic analysis for this area before decision is made.

Board Member Terry wanted clarification from planning staff if this Conditional Zoning was for the drive-through purpose for this property, as a coffee shop without drive-through would be a permitted use as presently zoned. Matt Duchan responded that this Conditional Zoning is needed for the drive-through. Matt stated that the Conditional Zoning was applying to the entire area due to it being one property.

Board Member Arnaud wanted clarification from planning staff on cross access. Planning Director Hannah Williams stated Dutch Bros would build stub out driveway to property line so then any future business would then attach.

Board Member Case asked Micah Hatley if there was a particular reason or draw the developer had for this property. Mr. Hatley stated he was not aware of any.

Nora Ford, part property owner of 717 Seehorn St NE. Mrs. Ford ask which homes would remain on Crestline. Planning Director Hannah Williams stated the three homes that would remain would be 114, 108, and 104 Crestline.

Board Member Careccia made motion to reject Conditional Zoning proposal. No second was made motion to reject.

Planning Director Hannah Williams addressed the board. She stated the case could be tabled until March 30, 2026 Special Meeting, while she gathered the requested additional information on traffic concerns, hours, and site plan.

Board Member Bryant made motion to table Conditional Zoning Application until March 30, 2026 Special Meeting, seconded by Board Member Careccia. All were in favor, none opposed.

**OTHER BUSINESS**

1. Staff provided an updated list of issued zoning permits to the board, as general information.
2. Planning Board introduced themselves to the Planning Board's newest member, John Arnaud.

**ADJOURNMENT:**

Having no other matters to bring before the Board, Chairperson McCarl adjourned the Planning Board meeting at 7:15 p.m.

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**Lucy McCarl**  
**Chairperson**

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**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 March 12, 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 of the request based on the consistency statement on page 12.

### Planning Board Recommendation:

### Public Comment:

Seven (7) citizens provided comment at the March 9 meeting in opposition to the pro-

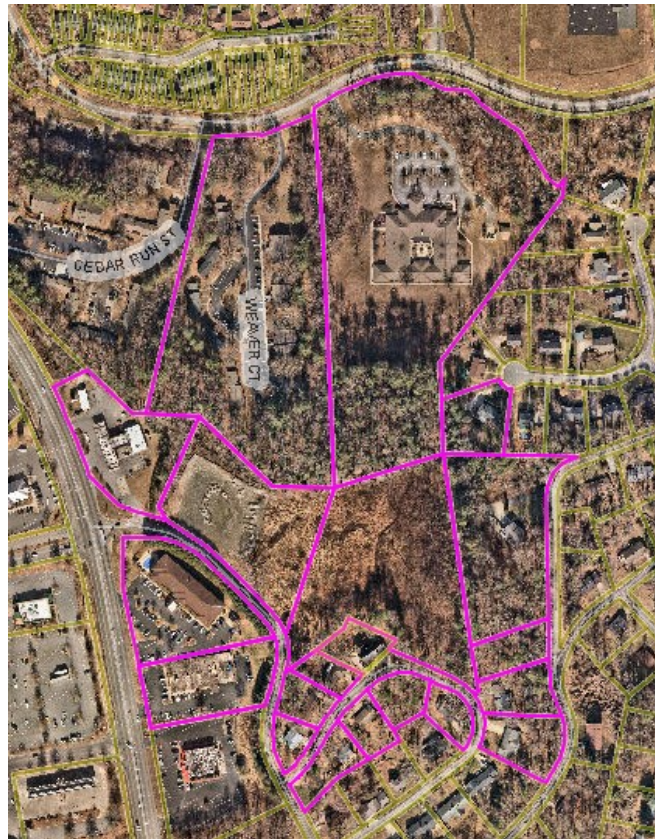
posal.

**Planning Board Meeting:** March 9, 2026 and March 30, 2026. Notices were mailed to adjacent property owners on March 11, 2026.

### City Council (Public Hearing):

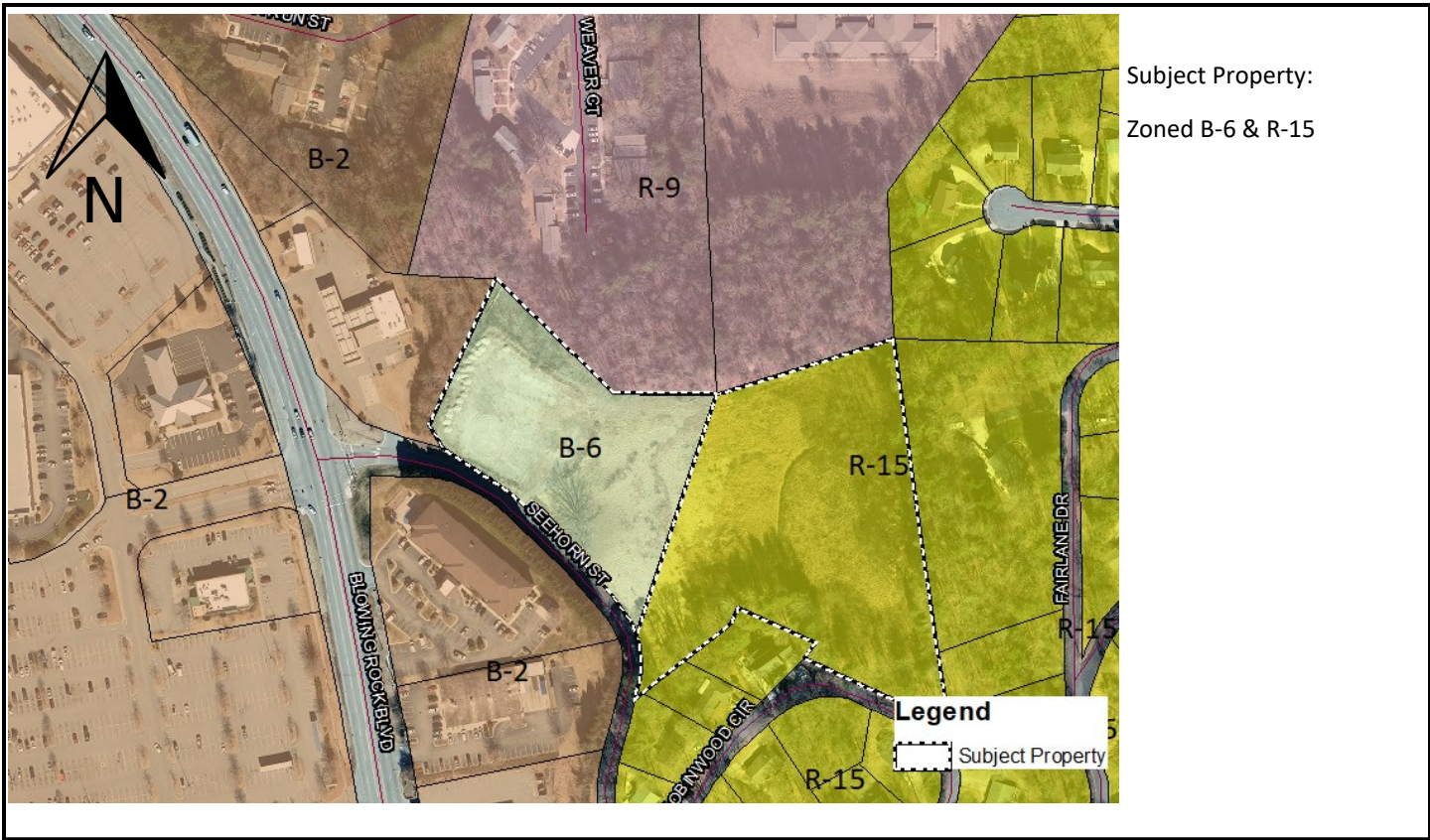
Anticipated to be scheduled for April 21, 2026.

## ABUTTING PROPERTY OWNERS NOTIFIED

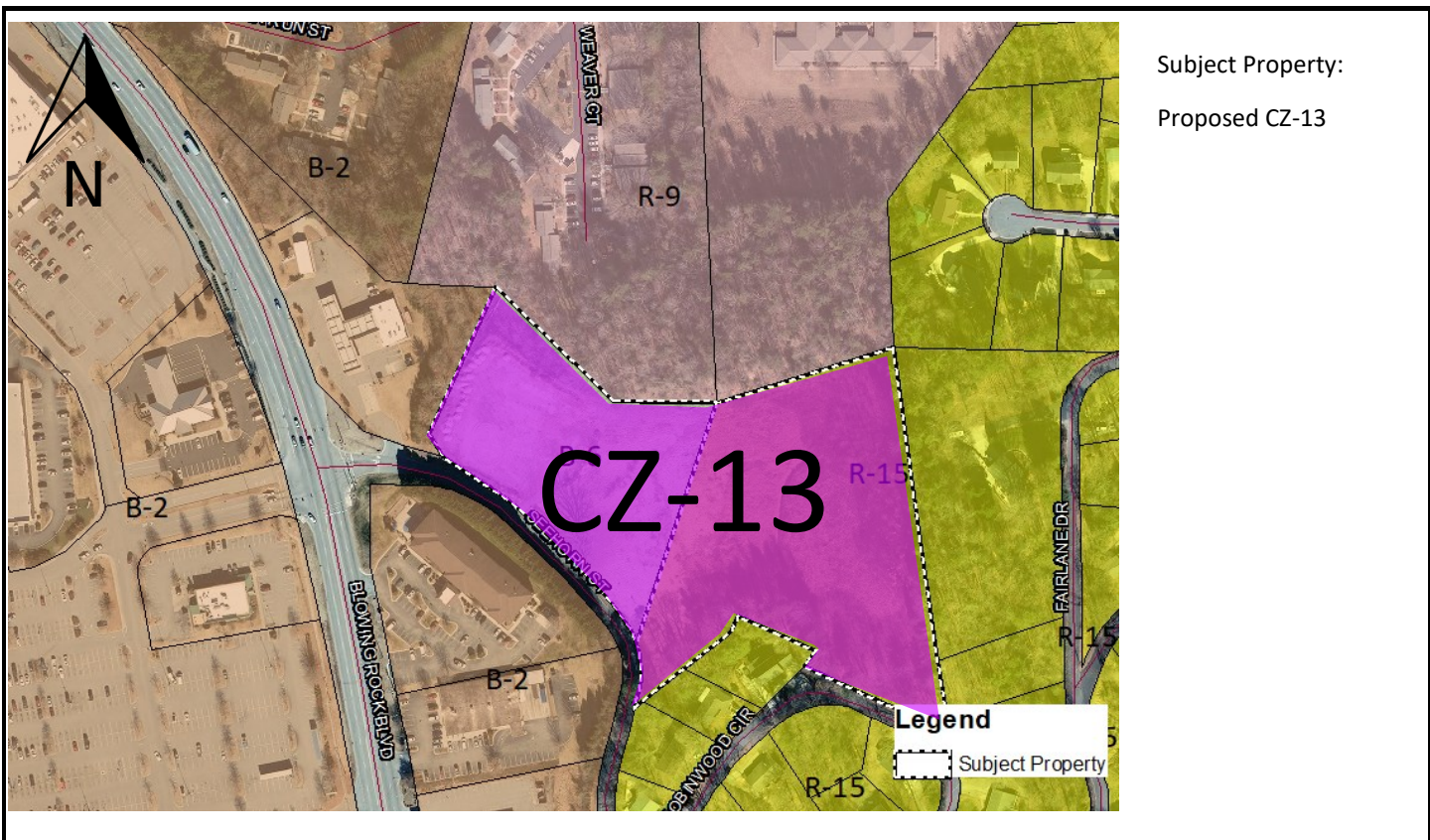


Name1	Name2	Mailing Address	City	State	Zip
JOHNSON GARY LANE	JOHNSON BETH WATERS	236 ROBINWOOD CIR NE	LENOIR	NC	28645
SCOTT JC JR		240 ROBINWOOD CIR NE	LENOIR	NC	28645
CLEVINGER HOLLY	TURNER JOSHUA	244 ROBINWOOD CIR NE	LENOIR	NC	28645
HICE JENIFER	HICE ADAM	248 ROBINWOOD CIRCLE NE	Lenoir	NC	28645
KERN STEPHEN M	KERN BARBARA	247 ROBINWOOD CIRCLE NE	LENOIR	NC	28645
GREENE ANDREW NEAL & HEATHER	LEIGH BRYANT	243 ROBINWOOD CIR NE	LENOIR	NC	28645
BISHOP LESLIE D		223 ROBINWOOD CR	LENOIR	NC	28645
WHISNANT THOMAS W	WHISNANT REBECCA B	224 ROBINWOOD CIR NE	LENOIR	NC	28645
BRADSHAW JAMES M	BRADSHAW DONNA	315 FAIRLANE DR NE	LENOIR	NC	28645
WALTERS DERRICK R ET AL		309 CARRITUCK COURT	Lenoir	NC	28645
HCRI NORTH CAROLINA	PROPERTIES III LP	4500 DORR ST	TOLEDO	OH	43615
NORTH LENOIR HOUSING LP	WILLOWBROOK APARTMENTS	PO BOX 26405	GREENSBORO	NC	27420
VRUNDAVAN PROPERTIES LLC		284 BANNOCKBURN RUN	BURLINGTON	NC	27215
FIRST GRAND LLC	C/O HOSPITALITY GROUP MGMT	ATTN: PAULA TEAGUE	HICKORY	NC	28603
GOODWILL INDUSTRIES OF NORTH	WEST NORTH CAROLINA INC	2701 UNIVERSITY PARKWAY	WINSTON SALEM	NC	27115
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. For more information regarding the proposed project, see the applicant’s submission on pages 14 through 17.

### 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"> <li>• Accessory Structure (Cottage, Apartment)</li> <li>• Attached Dwellings (townhomes)</li> <li>• Dwelling, Single Family</li> <li>• Multifamily, Low-density (7.2 dwelling units per acre)</li> <li>• Family Care Facility (up to 6 residences)</li> <li>• Eating and Drinking (no drive-through)</li> <li>• Office</li> <li>• Retail, Neighborhood and Light</li> <li>• Service, Business and Personal</li> <li>• Studio and Specialty School</li> <li>• Veterinarians (no outdoor kennels)</li> </ul>	<ul style="list-style-type: none"> <li>• Accessory Structure (Cottage, Apartment)</li> <li>• Dwelling, Single Family</li> <li>• Family/Group Care Facilities (1-6 non-related residents)</li> </ul> Special Use: <ul style="list-style-type: none"> <li>• Bed &amp; Breakfast</li> <li>• Manufactured Home Parks (Existing)</li> <li>• Communication Towers</li> <li>• Cultural and Community Facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Multifamily, Medium-density (10 dwelling units per acre)</li> <li>• All uses in B-6 &amp; R-15</li> </ul>

## 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 10.

### 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



## CALDWELL COUNTY HOUSING PLAN

Prepared for Caldwell County and the City of Lenoir

## 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.

### Seehorn Street Traffic

**Trip Generation:** Planning staff assessed traffic impacts associated with the proposed apartment complex 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 11th Edition, 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 Service 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 9). 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.

**City and NCDOT Review:** This site plan and estimated trips has been reviewed by City of Lenoir Public Works—Streets Division, as well as NCDOT Div 11 District 2 Engineer, & NCDOT Traffic Management Unit. These entities have indicated that street width, driveway placement, and estimated trips do not rise to a level of concern that would warrant roadway improvements.

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

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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.

## 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

## BACKGROUND AND ANALYSIS (CONT.)

### 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.



## 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

# APPLICANT'S SUBMITTAL: BUILDING ELEVATIONS A & B



# APPLICANT'S SUBMITTAL: BUILDING ELEVATIONS C & D

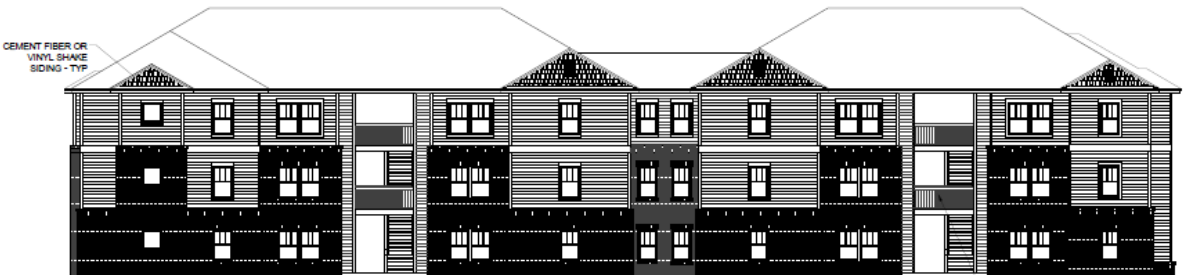


1 BUILDING TYPE 'C' FRONT AND REAR ELEVATION  
1/8" = 1'-0"

RAILING ( VINYL, ALUM,  
OR STEEL ) - TYP



2 BUILDING TYPE 'C' SIDE ELEVATION  
1/8" = 1'-0"

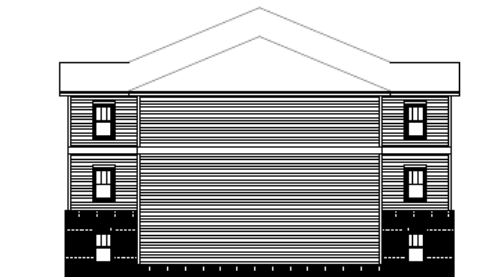


1 BUILDING TYPE 'D' FRONT AND REAR ELEVATION  
1/8" = 1'-0"

RAILING ( VINYL, ALUM,  
OR STEEL ) - TYP

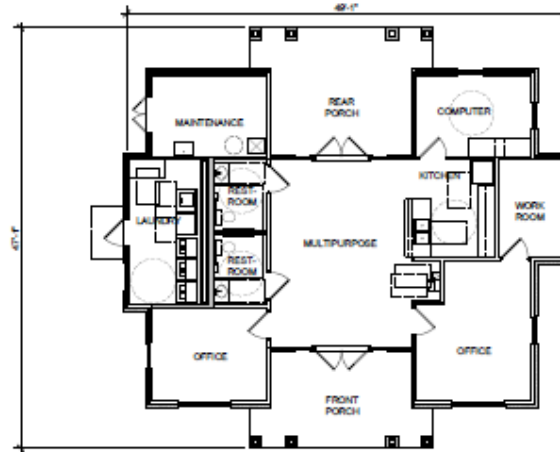


2 BUILDING TYPE 'D' SIDE ELEVATION  
1/8" = 1'-0"



3 BUILDING TYPE 'D' SIDE ELEVATION  
1/8" = 1'-0"

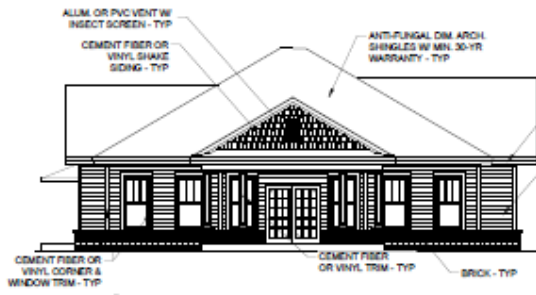
# APPLICANT'S SUBMITTAL: COMMUNITY CENTER ELEVATION & INTERIOR



1 COMMUNITY CENTER  
 1/8" = 1'-0" BUILDING HEATED SF: 1,304 SF  
 BUILDING SF: 1,475 SF



PLANS MEET THE 'APPENDIX B' DESIGN QUALITY STANDARDS AND REQUIREMENTS SET FORTH BY THE 2020 NC GAP



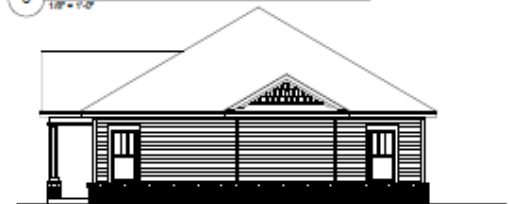
2 COMMUNITY CENTER - FRONT ELEVATION  
 1/8" = 1'-0"



3 COMMUNITY CENTER - REAR ELEVATION  
 1/8" = 1'-0"



4 COMMUNITY CENTER - LEFT SIDE ELEVATION  
 1/8" = 1'-0"



5 COMMUNITY CENTER - RIGHT SIDE ELEVATION  
 1/8" = 1'-0"

# 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**

Forsite Group

**Location**

710 Blowing Rock Blvd. (2.3 ac)

**NC PIN**

2850213080

**Project Planner**

Hannah Williams, AICP, CZO

Matt Duchan, AICP, CZO

*Updated March 12, 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 27, 2026.

**City Council (Public Hearing):**

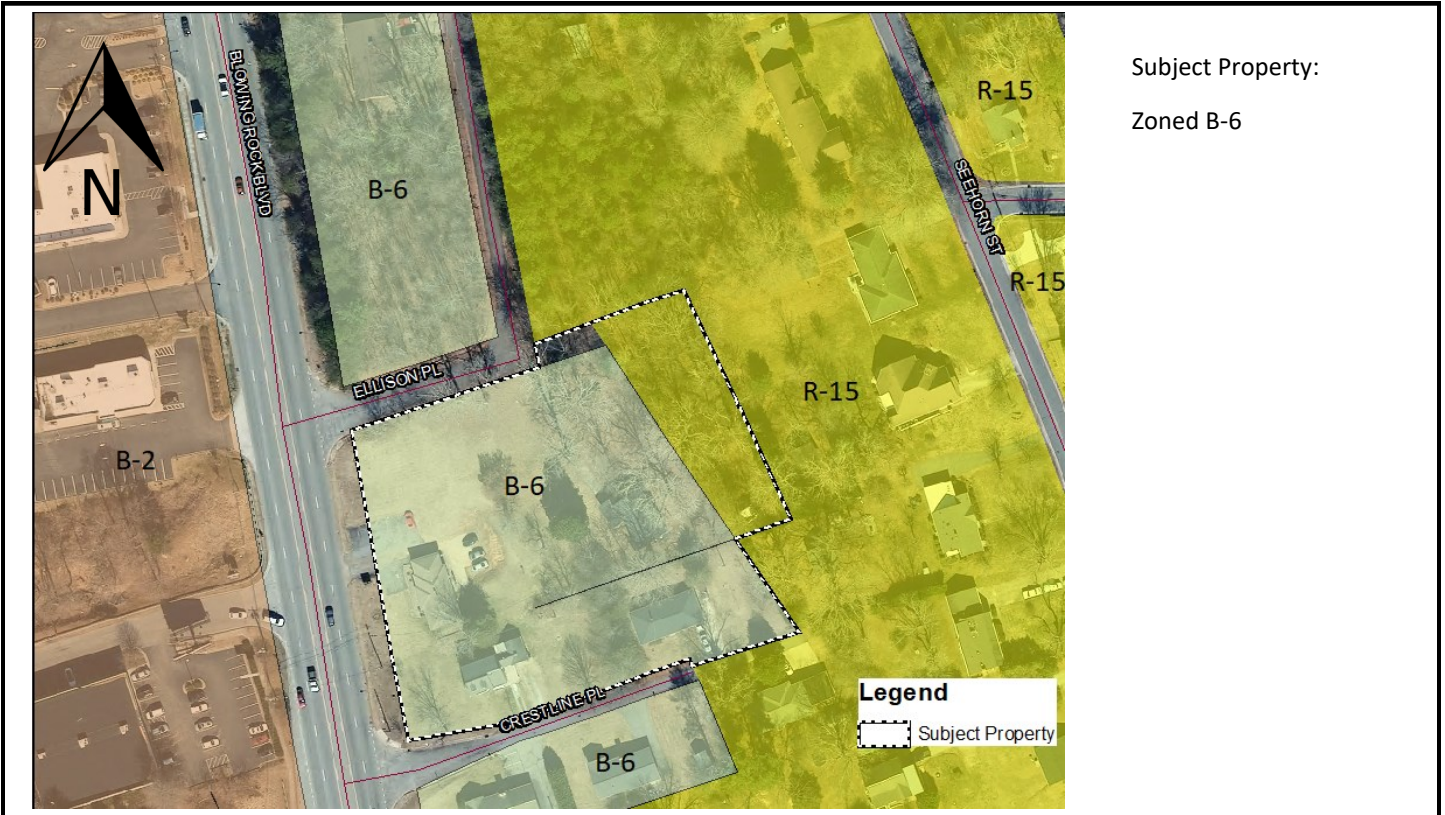
Anticipated to be scheduled for April 21, 2026.

## ABUTTING PROPERTY OWNERS NOTIFIED

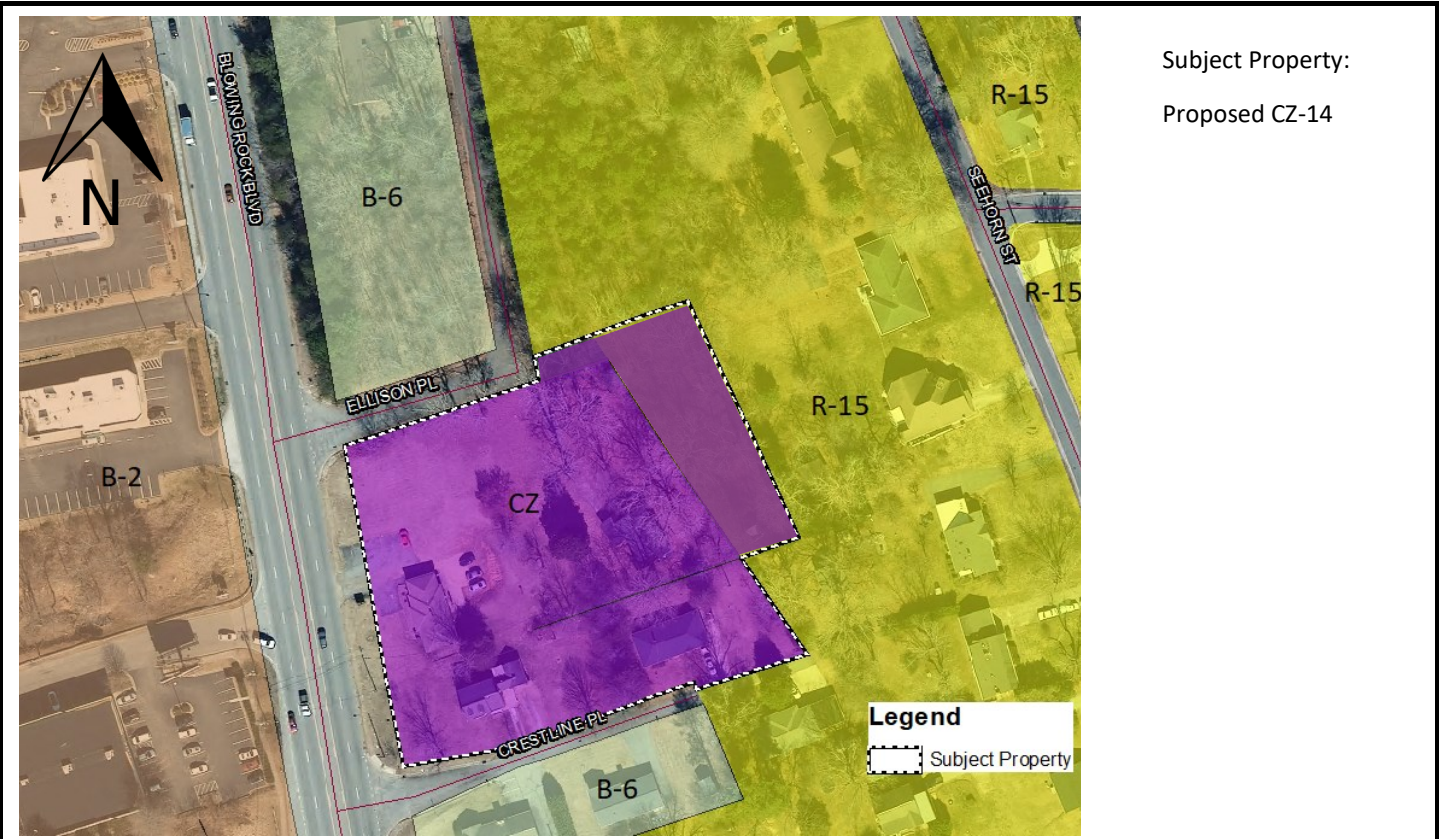


Owner1	Owner2	Address	City	State	Zip
STRANGE STEVEN	STRANGE KATHERINE	659 FORE DECK LN	EDISTO IS-	SC	29438
HADLEY ROY WARREN	HADLEY DEBRA POARCH	803 SEEHORN ST NE	LENOIR	NC	28645
MAKKSO LINA ELIZABETH AMEZ-		731 SEEHORN ST NE	Lenoir	NC	28645
BARRETT JOSEPH D	BARRETT DAWN	729 SEEHORN ST NE	LENOIR	NC	28645
JOHNSON SUSAN P	JOHNSON GEOFFREY	4407 JUNIUS ST	DALLAS	TX	75246
FULMER FRED HILL	FULMER BOBBY	907 CHEROKEE PL SW	LENOIR	NC	28645
HARREN JAMES M	HARREN ELIZABETH	114 CRESTLINE PL	LENOIR	NC	28645
SP59 PROPERTIES LLC		220 EASTWOOD PARK	LENOIR	NC	28645
STORE CAPITAL ACQUISITIONS LLC	C/O AARON RENTS	309 E PACES FERRY RD	ATLANTA	GA	30305
HAVAS DOUGLAS J TRUSTEE OF	THE HAVAS FAMILY TRUST	20140 AMY LEE DR	CORNELIUS	NC	28031
HODGES PROPERTY MANAGE-		1879 STARTOWN RD	HICKORY	NC	28602
LENOIR 2019 LLC		222 CLOISTER CT	CHAPEL HILL	NC	27514
Lenoir Resident of:		105 CRESTLINE PL	LENOIR	NC	28645
Lenoir Resident of:		111 CRESTLINE PL	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 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"> <li>• All permitted uses in B-6</li> <li>• Eating and Drinking (with drive-through) and a minimum 7 stacking spaces per lane</li> </ul>

## 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.



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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

02/26/2026 - 03/13/2026

Permit #	Permit Date	Permit Type	Applicant Name	Issued Date	Description	Parcel Address
-   Group Count: 1						
2026064	3/13/2026		eric souare		new build	723 CHATSWORTH CR
Accessory   Group Count: 4						
2026061	3/11/2026	Accessory	David Walling	3/11/2026	Accessory Structure	1302 MURRAY PL
2026065	3/13/2026	Accessory	Monte Smith	3/13/2026	12 x 28 Storage Building	1101 HAWTHORNE DR
2026053	2/27/2026	Accessory	Imelda Escobedo Hernandez	2/27/2026	Replacing deck 12 X 24	1509 UNDERDOWN AV
2026056	3/5/2026	Accessory	Tammy Pope	3/5/2026	Storage Building	1339 TAMARA LN
Manufactured Home   Group Count: 3						
2026052	2/27/2026	Manufactured Home	Angel Scruggs	2/27/2026	FEMA Manufactured Home Lot #40	716-1 NUWAY CR
2026055	3/4/2026	Manufactured Home	Kelli Hart	3/4/2026	FEMA MH Lot #41	716-1 NUWAY CR
2026062	3/12/2026	Manufactured Home	Josh Brock		Manufactured Home replacement	1446 Jacob Lane
Permanent Sign   Group Count: 1						

2026063	3/13/2026	Permanent Sign	Alivon Roland		Blade- Projecting Sign 20 X 30	122-1 Boundary ST
Single Family Home   Group Count: 2						
2026054	2/27/2026	Single Family Home	eric souare	3/12/2026	new build	403 WHITMORE ST
2026059	3/9/2026	Single Family Home	Gary Pennington	3/9/2026	SFH	2102 HARPER AV
Temporary Advertising   Group Count: 1						
2026057	3/5/2026	Temporary Advertising	Melissa Nemitz		needing a permit for signage. I have a 3x6ft banner and a 2x3ft A frame sign	1115 BLOWING ROCK BV
Zoning Verification   Group Count: 3						
2026058	3/6/2026	Zoning Verification	Chris Givens	3/10/2026	Owners want to remove the existing cabinets, flooring and drywall. Add all new plumbing, electrical and HVAC systems. New drywall, flooring and cabinets.	411 MOUNTAIN VIEW ST
2026060	3/9/2026	Zoning Verification	CarHeroes Ford of Lenoir	3/9/2026	We're currently in the process of acquiring Friendship Ford of Lenoir, In order for us to obtain our NC Dealer License we would need a zoning approval letter.	515 WILKESBORO BL
2026051	2/27/2026	Zoning Verification	Cheryl King	2/27/2026	Zoning Verification	1095 CEDAR HILLS CT

03/13/2026