



Land Use Board

October 21, 2025

Meeting Minutes

The Union County Land Use Board met in regular session on October 21, 2025, at 6:00 p.m. in the Union County Government Center, 1st Floor Board Room, 500 N. Main Street.

Present: Chairman Darren Greene, Derrick Austin, Larry Britt, Doug McClew, Mark Tilley and Charles Walkup, Jr.

Also Present: Planning Director Lee Jenson, Senior Planner Bjorn Hansen and Land Use Board Clerk Amy Griffin.

Call to Order: Chairman Darren Greene called the meeting to order.

(a) Pledge of Allegiance and Moment of Reflection: The Pledge of Allegiance was recited and Mark Tilley gave the prayer.

Establish Voting Members: Chairman Darren Greene noted that all members present were voting members.

Additions and/or Deletions to the Agenda: There were no changes made to the agenda. Doug McClew made a motion to approve the agenda, Larry Britt seconded, and it was approved 6 to 0.

Approval of the Minutes: Doug McClew made a motion for approval of the September 19, 2025 Land Use Board minutes and Derrick Austin seconded. It was approved 6 to 0.

Approval of the Decision Letter: Mark Tilley made a motion for approval of the 2025-SUP-01 Charlotte Aeromodelers decision letter, Derrick Austin seconded it, and it was approved 6 to 0.

Public Hearing:

Planning Staff Report - Rezoning Case # RZ-2025-010

Staff Contact: Bjorn Hansen, Senior Planner

Summary of Request

This case is requesting to rezone one parcel totaling 0.51 acres appearing on the tax map as tax parcel 091-31-001 located on Pageland Highway from RA-40 to Highway Corridor. The rezoning request is a straight rezoning, so there are no conditions associated with this request.

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unioncountync.gov

Owner/Applicant

Owner: McKagney Investments, LLC
1000 Dataw Lane
Indian Trail, NC 28079

Applicant: Mike Haney
1000 Dataw Lane
Indian Trail, NC 28079

Property Information

Location: On the west side of Pageland Highway south of Eudy Road. Location more specifically described as tax parcel 091-31-001.

Municipal Proximity: The site is nearly a mile south of the City of Monroe.

Existing Land Use and Development Status: The parcel is currently zoned RA-40 and is undeveloped.

Environmental Features: There are no streams, wetlands or floodplain on site.

Utilities: Public water and sewer are not available to the site.

Zoning and Land Use History: The parcel site has been zoned RA-40 since zoning was initiated. A 2.43 acre site approximately one-half mile north was proposed for rezoning to B-4 in 1989, but was denied. A 6.391 acre site approximately 2/3 of a mile north of the site was rezoned to Light Industrial in 2023. A special use permit for the permanent location of a mobile home approximately 1,000 feet north of the site was approved in 1981.

Schools: Because this rezoning request is commercial in nature, UCPS was not consulted for comments.

Transportation: This site is on US 601, which is a NCDOT-maintained facility. This section of US 601 carries approximately 12,500 vehicles per day. There are no funded road improvement projects in the immediate vicinity of the rezoning. A traffic Impact Analysis (TIA) was not required for this rezoning. Because there are no proposed uses with the rezoning, staff are unable to assess impacts on the corridor.

Planning Documents

Union County Comprehensive Plan: The Union County 2050 comprehensive plan identifies this area as an Employment Corridor overlaid upon Rural Residential. The proposed zoning district is therefore considered appropriate, although the small size of the site could result in strip development if duplicated along the corridor. A lack of utilities may mean that the site cannot be fully utilized with a significant number of employees or customers.

Public and Municipal Comments

Public Comments: A community meeting was not required since this is not a conditional rezoning request.

Municipal Comments: Monroe was not consulted due to the distance to their municipal limits.

Staff Comments and Recommendation

This part of Union County is identified for employment uses as an overlay over rural residential and agricultural land uses. Because this is a straight rezoning request, all potential uses must be considered when making a recommendation. The small size of the parcel, lack of utilities, plus recent stormwater detention requirements result in reduced available land even before considering significant buffer and setback requirements as a percentage of the overall parcel. Any use with employees or customers would require bathrooms, necessitating well and septic being located on site, which means uses without employees may be the most appropriate uses on site. US 601 is a high-speed multi-lane corridor, and having multiple small commercial properties along the corridor, each with their own driveway, could result in an unattractive stripped environment that would reduce the utility of the highway and be inconsistent with the Employment Corridor designation. Because of these aspects of the development, staff recommend **denial** of this rezoning application.

Mr. Hansen presented the staff report, explaining that the parcel is small, sits slightly above grade, and fronts on a steep driveway along U.S. 601. The property is not served by public water or sewer, and much of the frontage is within NCDOT right-of-way. Surrounding uses are primarily single-family residential.

The request is technically consistent with the Employment Corridor Overlay on the Comprehensive Plan; however, staff expressed concerns that rezoning numerous small parcels could lead to an undesirable strip development pattern along the corridor. For these reasons, staff recommended denial.

Mr. Haney stated that he purchased the property recently and found it unbuildable under the current zoning because it did not meet the one-acre minimum for RA-40. His intent was to make the lot usable; no immediate development plans were proposed.

Board Discussion:

- Feasibility of development on the small half-acre parcel
- Limitations caused by the steep driveway, lack of public water and sewer, and poor soils that previously prevented residential construction.

Board Action:

Motion: Recommend approval of rezoning RZ-2025-010 by Charles Walkup, Jr., **Second:** Derrick Austin

Vote: Approved, 5-1 (Larry Britt was opposed)

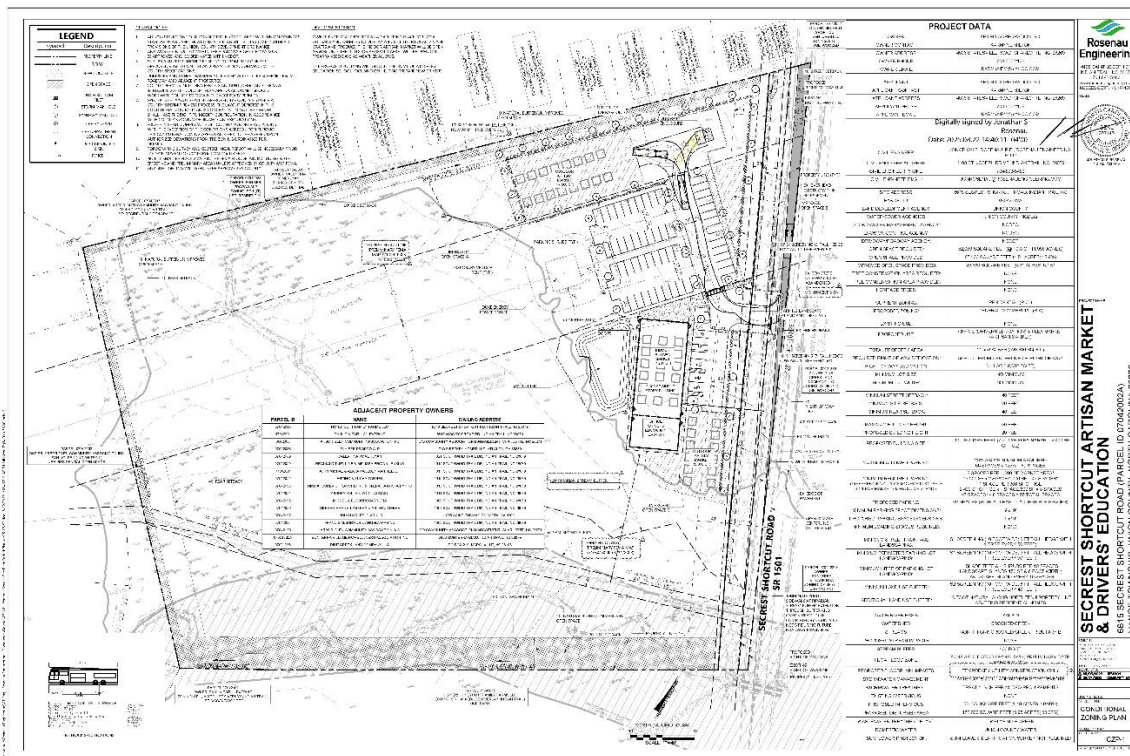
Planning Staff Report - Rezoning Case # CZ-2024-005

Staff Contact: Bjorn Hansen, Senior Planner

Summary of Request

This case is requesting a revision of the Union County Zoning Map by rezoning one parcel totaling 11.958 acres appearing on the tax map as tax parcel 07-042-002A along Secrest Short Cut Road from R-20 to B-4 with Conditions. The flea market incorporated a special use permit approval as part of this rezoning. The rezoning will include the following conditions:

1. Limited to site plan dated August 17, 2025
2. Uses limited to retail sales of up to 12,668 square feet of gross floor area
3. Owner will construct improvements to US 601 as required by NCDOT
4. Five-year vesting of development rights
5. Development will meet all requirements of the Union County Unified Development Ordinance as of the date of approval



Owner/Applicant

Owner: Matt Construction, Inc.
4506 Statesville Road
Charlotte, NC 28269

Applicant: Karmyne Milton
1420 Rama Road
Charlotte, NC 28211

Property Information

Location: On the southwest corner of Secrest Shortcut Road and Southwind Trail Drive. Location more specifically described as tax parcel 07-042-002A.

Municipal Proximity: The site is surrounded by Indian Trail.

Existing Land Use and Development Status: The parcel is currently zoned R-20. The site is partially cleared near the road, with the remainder in the floodplain and forested.

Environmental Features: There is a stream and significant amount of floodplain on the site. The current floodplain is shown on the following map, but the proposed updated floodplain will slightly expand the impacted area on the site. The proposed layout accommodates the new floodplain. Secrest Shortcut Road has been closed for flooding four times since 2018.

Utilities: The development will utilize Union County water and sewer service.

Zoning and Land Use History: The parcel site has been zoned R-20 since zoning was initiated in Union County. Since most development in the area has occurred inside Indian Trail, there have been few actions by Union County. There currently is a proposed rezoning to Light Industrial approximately a half mile to the north at the corner of Faith Church and Secrest Short Cut. That proposed development is inside Hemby Bridge, meaning Union County is processing the rezoning.

Schools: Because this rezoning is commercial in nature, UCPS was not consulted for comments.

Transportation: This site will have access from Secrest Shortcut Road. The road already includes a left turn lane, so no additional road improvements would be required as a result of this rezoning and development. Due to the variability of flea markets, it is difficult to predict traffic generation by this type of use. There is no established rate for this land use in the Institute of Transportation Engineers (ITE) trip generation manual. These types of uses have peak generation on weekends, meaning weekday impacts are minimal. The associated driver school would likewise have a small traffic impact.

Secrest Shortcut Road carries approximately 11,500 vehicles per day in 2023, up from a COVID era 9,100 vehicles per day. There are no funded road improvements in the vicinity of the proposed rezoning.

Planning Documents

Union County Comprehensive Plan: The Union County 2050 comprehensive plan identifies this area as an Employment Corridor overlaid upon a Transition Zone. The proposed retail and service uses are therefore considered appropriate, although the amount of retail should be limited due to traffic impacts along the corridor. The flea market uses proposed under B-4 require a special use permit, which can be incorporated into the rezoning. The applicant has stated in their application, submitted documentation or staff have concluded through a site plan review that it meets the five findings of fact necessary for a special use permit:

1. The proposed use and development comply with all regulations and standards generally applicable within the zoning district and specifically applicable to the particular type of special use.
2. The proposed development will not materially endanger the public health or safety.
3. The proposed development will not substantially injure the value of abutting property, or is a public necessity.
4. The proposed development will be in harmony with the area in which it is located.

5. The proposed development will be in general conformity with the comprehensive plan.

Public and Municipal Comments

Public Comments: A community meeting was held July 31, 2025. Eleven residents attended and had questions and concerns over buffering, business plan for flea market, proximity of driveway to nearby neighborhoods, and flooding on Secrest Shortcut Road.

Municipal Comments: Indian Trail, Hemby Bridge, and Lake Park were consulted and had the following comments:

Indian Trail: *Indian Trail has had multiple conversations with the property owners and various potential buyers due to it being in a doughnut hole area. We provided several options for development of the property (several residential options & light industrial options). The floodplain and utility easements consume most of the lot and the options are limited by those factors regardless of the land use. The Secrest Shortcut Small area plan that the Town and the County adopted calls for this parcel to be medium density residential and open space/environmentally sensitive. The Town of Indian Trail's Comprehensive Plan calls for the same as well. The Town of Indian Trail strongly opposes this request and especially with the limited amount of information provided.*

Hemby Bridge: *We really appreciate your willingness to involve surrounding municipalities for input as it will definitely affect all of us. As far as Hemby Bridge, we have experienced numerous requests for commercial zoning in the past couple of years, which has forced the board to draw a hard line against rezoning, especially from residential to commercial located in residential areas. The town would request that the county to deny the rezoning.*

Lake Park: *The Village of Lake Park is not in favor of the rezoning due to traffic concerns.*

Staff Comments and Recommendation

This part of Union County is identified for employment uses as an Employment Corridor overlay over a transition zone. Because this is a non-residential request, the Employment Corridor recommendations apply. Employment Corridors have access to transportation infrastructure such as railways, airports and major roads, and have available land with close proximity to similar uses. Employment Corridors connect employment nodes and other large job centers throughout the County and neighboring counties. A variety of employment uses may be appropriate along these corridors. The proposed retail uses are appropriate in limited frequency, and the driver's school is appropriate within the overlay. The proposed site plan meets the requirements of the Unified Development Ordinance and the uses are consistent with the adopted plan. **Because of these aspects of the development, staff recommend approval of this rezoning application.**

Mr. Hansen presented the staff report and site plan, explaining that the site is constrained by floodplain areas, Duke Energy transmission easements, and existing residential uses to the north. The developable area totals approximately four acres.

A community meeting was held in July, and concerns were raised regarding flooding, buffering, and traffic. The applicant relocated the proposed driveway farther from the Arbor Glen subdivision and increased the buffer width.

Despite objections from surrounding municipalities, staff found the proposal consistent with the Comprehensive Plan and recommended approval with conditions.

Applicant Presentation – Karmyne Milton (Owner) and John Rosen (Engineer):

- Ms. Milton stated her intent to create a community-focused artisan and farmers market offering small business opportunities; no amplified sound or outdoor entertainment proposed.
- Mr. Rosen reviewed site conditions, confirming stormwater would be managed through a bio-retention pond and that floodplain areas would remain undisturbed.
- Confirmed a 20-foot vegetated buffer along adjacent residential property lines and compliance with all County development and engineering standards. Two residents from the Arbor Glen neighborhood spoke in opposition, citing ongoing drainage and flooding issues in the area and concerns that development could worsen runoff toward their homes.

Public Comments:

- One Arbor Glen resident spoke in opposition, citing recurring flooding, stormwater runoff, and potential traffic increases, and noise.
- Residents expressed concern that paving and development could worsen existing drainage issues in the area.

Board Discussion:

- Board members discussed drainage, stormwater design, and protection of nearby residences from runoff.
- Members reviewed the applicant's revisions and agreed the relocated entrance improved traffic safety and sight distance.
- Concerns were raised about long-term flooding and residential compatibility; members noted that buffers and stormwater measures address ordinance standards.
- While noting opposition from nearby municipalities, the Board found the plan consistent with the County's Employment Corridor Overlay.

Board Action:

First Motion: Doug McClew recommend approval of rezoning CZ-2024-005. Motion failed due to lack of a second.

Second Motion: Larry Britt recommend denial of rezoning CZ-2024-005. **Second:** Charles Walkup, Jr.

Vote: Denied, 5-1 (Doug McClew opposed)

Planning Staff Report – Rural Land Use Plan Draft Strategy Update

Staff Contact: Bjorn Hansen, Senior Planner

Summary of Request

Bjorn Hansen introduced Alan Baucom, Chairman of the Rural Land Use Plan Steering Committee, who provided the following updates:

Summary:

- Public outreach and survey results were reviewed, indicating strong community support for:
 - Preserving agricultural lands and rural character through easement programs
 - Encouraging contiguous open space in new subdivisions
 - Reducing large-scale rezoning activity in rural areas
 - Maintaining farmland viability and protecting forests, wetlands, and streams
 - Coordinating infrastructure investment to guide growth toward existing service areas
 - Discussion included possible creation of a County-funded conservation program to assist with voluntary easement purchases.
 - Union County Soil & Water reported increased landowner interest in conservation easements, exceeding current funding capacity.
 - Staff noted that revenue from rollback taxes could provide partial funding, but long-term success would likely require a dedicated funding source, such as a bond referendum or a portion of future sales tax revenue.
 - Overall, board members expressed support for preservation strategies, with emphasis on protecting working farms and avoiding unintended tax impacts on low-income or fixed-income residents.

Key Discussion Points:

- Need to balance rural preservation with growth management, ensuring development remains concentrated near existing utilities.
- Recognition that historical rezoning patterns have fragmented rural landscapes, highlighting the need for clearer policy direction.
- Discussion of potential funding mechanisms, comparing property tax adjustments versus sales tax options for conservation initiatives.
- Importance of crafting a strong public education campaign to build awareness and support for preservation funding.
- Consensus that the updated plan should serve as a guiding framework for both land-use policy and infrastructure investment decisions moving forward.

Board Action:

Motion: Larry Britt recommend approval of the Land Use Board update. **Second:** Doug McClew.

Vote: Approved unanimously.

Planning Staff Report: Doug McClew made a motion to approve the 2026 Meeting Schedule. Larry Britt seconded and it was approved 6 to 0. Lee Jenson informed the Board that the two rezonings from last month were both approved by the Board. There was the one on 601 South – Rodriguez and the one County’s property by the shooting range.

Brief Comments: There were none.

Close: With no further discussions, Doug McClew made a motion to adjourn and Derrick Austin seconded. It passed unanimously. The meeting adjourned at 7:30 pm.