



## Union County, NC

### Land Use Board Meeting Agenda

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Tuesday, October 21, 2025

6:00 PM

Board Room, First Floor

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#### Call to Order

Pledge of Allegiance and Moment of Reflection

#### Establish Voting Members

#### Additions and/or Deletions to the Agenda

#### Approval of the Agenda

#### Approval of the Minutes

[25-666](#) September 19, 2025 Minutes

**Attachments:** [2025.09.16 LUB Minutes](#)

#### Approval of the Decision Letter

[25-659](#) Decision Letter - 2025-SUP-01 Charlotte Aeromodelers

**Attachments:** [Decision Letter 2025-SUP-01](#)

#### Agenda Item(s)

[25-619](#) Rezoning Petition 2025-RZ-010 Haney

##### **DETERMINATION OF CONFLICTS**

##### **INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

##### **ACTION REQUESTED:**

Recommend approval or denial of rezoning petition to the Board of Commissioners

##### **BACKGROUND:**

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 (HC). The rezoning request is a straight rezoning, so there are no conditions associated with this request.

**FINANCIAL IMPACT:**

None

**Attachments:** [RZ-2025-010 Haney staff report LUB](#)

[2025-RZ-010 Haney Application 9-23-25 Redacted](#)

[2025-RZ-010 Haney letter of Intent 9-23-25](#)

[Land Use Board Advisory Consistency and Reasonableness Statements - RZ-2025-010 Haney](#)

**25-631****Rezoning Petition 2024-CZ-005 Secrest****DETERMINATION OF CONFLICTS****INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

**ACTION REQUESTED:**

Recommend approval or denial of rezoning petition to the Board of Commissioners

**BACKGROUND:**

This is a rezoning petition submitted by Karmyne Milton, 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 in order to develop a drivers school and flea market. 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

A community meeting was held July 31, 2025, and was attended by 11 residents. They had questions and concern over buffering, business plan for flea market, proximity of the driveway to nearby neighborhoods, and flooding concerns.

**FINANCIAL IMPACT:**

None.

**Attachments:** [2024-CZ-005 Secrest Application change of applicant 3-28-redacted](#)  
[2024-CZ-005 Secrest Letter of Intent](#)  
[2024-CZ-005 Secrest Site Plan 8-17-25](#)  
[SECREST Impact Study 07-11-25](#)  
[CZ-2024-005 Secrest staff report LUB](#)  
[Indian Trail Feedback 7-12-24](#)  
[Hemby Bridge comments on rezoning 7-10-24](#)  
[Lake Park Proposed rezoning on Secrest Short Cut 7-22-24](#)  
[Land Use Board Advisory Consistency and Reasonableness Statements - CZ-2024-005 Secrest](#)

**25-653****Rural Land Use Plan Draft Report****DETERMINATION OF CONFLICTS****INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

**ACTION REQUESTED:**

Review and consider recommending plan to Board of Commissioners

**BACKGROUND:**

The steering committee has completed its work in developing a land use plan for the rural parts of Union County. The draft report summarizes the work of the committee, including its strategy recommendations, which are below:

- Expand agricultural easement purchase program
- Require contiguous areas for open space in major subdivisions
- Express concern over impacts from bypasses
- Limit major subdivisions in certain zoning districts
- Expand rural area in Land Use Map
- Add six rural centers to the Land Use Map
- Flexibility for commercial uses in rural areas
- Provide options for smaller developments impacted by open space requirements
- Create a conservation development brochure

**FINANCIAL IMPACT:**

None.

**Attachments:** [Rural Land Use Plan Adoption October 2025](#)  
[Draft Union County Rural Land Use Plan 10-9-25](#)

**Planning Staff Report****25-658****2026 Land Use Board Meeting Schedule**

**Attachments:** [2026](#)

**Brief Comments**

**Adjournment**





# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

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**File #:** 25-666

**Agenda Date:** 10/21/2025

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**TITLE:**

September 19, 2025 Minutes



# Land Use Board

## September 16, 2025

### Meeting Minutes

The Union County Land Use Board met in regular session on September 16, 2025, at 6:00 p.m. in the Union County Government Center, 1<sup>st</sup> Floor Board Room, 500 N. Main Street.

**Present:** Chairman Darren Greene, Vice Chair Rick Davis, Derrick Austin, Doug McClew, Mark Tilley, Charles Walkup Jr and alternate David Brooks.

**Also Present:** Senior Planner/Zoning Administrator Jim King, Senior Planner Bjorn Hansen, Attorney Kelly Cope 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:** Vice Chair Rick Davis gave the prayer and then the Pledge of Allegiance was said.

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

**Additions and/or Deletions to the Agenda:** No additions or deletions were requested. Doug McClew made a motion to approve the agenda as presented, Charles Walkup, Jr. seconded, and it was approved unanimously.

**Approval of the Minutes:** Vice Chair Rick Davis made a motion for approval of the July 15, 2025 Land Use Board minutes, Mark Tilley seconded it, and they were approved 6 to 0.

**Public Hearing:**

**Variance Petition 2025-SUP-01**

**Staff Contact: Jim King, Senior Planner**

#### Summary of Request

The Applicant, Charlotte Aeromodelers is requesting a Special Use Permit to construct and operate an RC plane airfield on six leased acres on a 264.62 acre parcel located at 9509 Morgan Mill Rd., more specifically identified by Union County as parcel number 01-222-002. The intended use is an airfield for the members of the Charlotte Aeromodelers to fly RC planes and to have occasional air shows that will be open to the public and other RC clubs. Since there will be spectators present at these air shows the use is classified as Entertainment and Spectator Sports, Outdoor Major. The Union County Development Ordinance requires the issuance of a Special Use Permit for Entertainment and Spectator Sports, Outdoor Major that are located in the RA-40 zoning district. The applicant has shown that they meet the minimum 500 ft. buffer requirements as outlined in Section 30.080-B of the Union County Development Ordinance. Rob Morrison, a certified appraiser with Morrison Appraisals, Inc. conducted an impact

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study for the proposed use. In the conclusion of the Impact Study the appraiser states, "The subject property will be used as a model aeroplane field. After examining other aeroplane fields, it appears that the sales in other areas is not affected by the location of the fields. After considering other locations it is the appraiser's opinion that the proposed use will not substantially injure the value of the abutting or adjoining property."

Prior to Staff's presentation, board member Doug McClew recused himself since he is on the Board of Charlotte Aeromodelers. David Brooks made a motion to hear the petition and Vice Chair Rick Davis seconded.

**Jim King:** Before we get started on this, I do want to bring to the attention of the Board there's only one reason that we're here tonight. If Charlotte Aeromodelers were just operating as a club with their club membership, they would not have a need for 50 parking spaces. They would not have a need for amplified sound, nor would they have a need for any outdoor lighting in excess of 20 foot. However, they do host air shows and because of that, they want to err on the safe side because there are going to be times they may need to have amplified sound out at the site. There may be times they have a need for more than 50 parking spaces. They want to make sure all their bases are covered and they're working within the parameters of the law. With that being said, I'll move on with the presentation here. The first thing that I have here is my evidence. I have as exhibit one the Union County Unified Development Ordinance and as exhibit two the agenda for September 16, 2025, which I am giving to the clerk to enter in as evidence sir.

He then went over the slideshow presentation he had for the Board.

**Mark Tilley:** I have one question. On the prior permit, there were a few stipulations put on it because of concerns around. Is there any reason for that to be considered for this one because I know it's a different location.

**Jim King:** Well, it's a different location. It's a larger location, but also the technology in the aircraft has changed in which I'll let them discuss that because they know a lot more about it than I do.

**Vice Chair Rick Davis:** I have a question. Will the special use permit stay with the property or if this modeling club leaves, will it go away?

**Jim King:** Special Use Permits run with the land. The existing special use permit right down the road - when they leave that facility, the special use permit is still good. If somebody wants to come in there and open up another aeromodeler at that location, they can.

**Chairman Darren Greene:** But they can't open up something else.

**Jim King:** Right. They would be limited just to that.

**Vice Chair Rick Davis:** That's good. Thank you. Yeah. All right.

**Chairman Darren Greene:** All right. We'll let them come up.

Scott Gant and Greg Giblin came to the podium to go over their presentation. They were sworn in and began their presentation.

**Scott Gant:** Mr. Chairman and fellow committee members, good evening. My name is Scott again. As I just said, I serve as the president of the Charlotte Aeromodelers and we are a private radio control airplane club

here in Union County. And with me tonight is Greg Giblin, a fellow board member, along with Allan Baucom, our landowner behind us here. We appreciate the opportunity to be here tonight to share with you what we're thinking about doing with our new site and some of the changes. Just a little bit about our organization assuming we want to proceed, and this special use permit gets approved.

Nationally we are a member of a community-based organization or CBO as they call it, called the Academy of Model Aeronautics or AMA for short. This is the number one organization for model aviation enthusiasts around the world. And it promotes the model aviation hobby. In addition, in the United States, it lobbies Congress and the Federal Aviation Administration regarding all the rules that we comply with in regard to model airplane flying sites and related regulations. Currently the AMA has approaching 200,000 members across the country. Locally we were founded in 1972. We're 53 years old, and we are one of around 2600 AMA sites throughout the United States. And further, we are only one of 159 gold leader clubs within the United States, which means we've achieved the highest level of safety compliance, stringent criteria related to our site layout and our community engagement and so forth. We've been at our current facility near the intersection of Morgan Mill Road or Highway 200 and 218 since 2009. And during that 15-year period, we've had a perfect safety record with no injuries to people or property. Also, during that time, we've averaged around 90 members. We've been very involved with the community over those years. We've made a number of donations and had community participation from the Union County Board of Adult with Disabilities, the Monroe Police Department for their protective vest fund. We have hosted the Purple Heart Foundation on occasion and made donations to their organization. There's a local missionary aviation group called JAARS that we supported and had them out, a number of Cub Scout groups, the Carolina's Aviation Museum, and then we've hosted a booth at the Warbird group event over in Monroe for a number of years as well.

We are looking at moving to a new facility about a mile down the road from where we are now. Frankly, we've outgrown that site and we would like to simply duplicate what we have in place and enhance what we already have for the past 15 years. From a duplication standpoint, it is our intention to put in place a Bermuda grass runway and build a sun shelter to protect us from the elements and to install a small lawnmower shed building there to protect our equipment. And then lastly, we're going to build a climate-controlled ADA compliant clubhouse with a full kitchen and a bathroom and a covered porch with picnic tables and some meeting space so we can gather inside for our monthly meetings. From an enhancement standpoint, we're really excited about this opportunity because we can increase our current runway from 450 ft to around 700 ft. and we're going to increase the possible flying area from 43 acres to over 264 acres. So, it's a six-fold increase. Mr. Baucom already has a pond on this location which we love and our intention there is to be able to run model boats on the pond and float planes. Lastly, we're going to build or construct a 24-foot-wide by 125-foot-long covered shelter to replace the four shelters that we have at our current spot.

**Vice Chair Rick Davis:** I have a question before we go any further. Back up to where you said it's going to have a clubhouse with a kitchen. Now, will you guys be renting this out to others or It'll be strictly for you guys. You won't be renting it out to other groups of people or anything.

**Scott Gant:** No, this is not a commercial venture. This is very small - just for our group. And we primarily just do it to feed our members once a month. They come in for monthly meetings on the second Tuesday of the month and we just grill hamburgers or whatever and clean up.

**Vice Chair Rick Davis:** So, will it basically be used just for your members then?

**Scott Gant:** Yes, sir. This is an overhead view of our new graded site, and you can see here it's a beautiful location, very secluded. We're about 2500 ft off Morgan Mill Road where that runway is in the foreground. It's about 130 ft wide by around 700 ft long. And as we mentioned earlier, there's a pond there that we love that's up on the upper corner, where we intend to run boats on or float planes during that time. Now this is a layout on the left-hand side of our current clubhouse and shade structures. On the far left-hand side of the page, the clubhouse is the far left upper left and then we have several shade structures, a pavilion and some metal carports if you will. We're very focused on safety and you'll notice we have a safety fence just in front of that pavilion that keeps spectators from being in the pit area. And then we have also another safety fence out on a flight line that protects the pilots for aircraft that are taxiing on the ground. And this is all in conjunction with the recommended AMA guidelines. Going forward, it is our intention to have a professionally installed metal building clubhouse that'll be approximately 24 x 65 ft with a 125 ft covered shade shelter out there to get out of the sun and it'll be concrete down below. And of course, we'll be putting safety fences in front of that. Terms of self-imposed conditions. We do this now at our current site, but we intend to post a sign at the entrance to our facility requiring that you must be a member of the Academy of Model Aeronautics or AMA in order to participate and you must be a member of our club or a guest accompanied by a member when using this facility. The AMA provides us with liability insurance protection and it's mandated that any member of our club has to have that. Secondly, according to AMA guidelines we are going to allow operation of any radio control device or model in compliance with the Academy of Model Aeronautics guidelines as well as our own internal Charlotte Aeromodelers bylaws and handbooks. That's essentially our thought process of what we want to do. I'm happy to entertain any questions from the committee about what our intentions are.

**Vice Chair Rick Davis:** I think what you presented is very appealing and I think your safety record speaks for itself going that far and having that clean record. I think that means a lot to your credibility. Thank you.

**Scott Gant:** I appreciate that. Let me speak to the air shows as well. Those are very rare. We do them about three or four times a year. Typically, we invite local flyers from other clubs. I'd say the average attendance is 20 to 25 pilots that come in and for the most part we are flying electric aircraft. It constitutes about 85% of our planes and they're quiet and of course we're very isolated at this new site. I don't think many people will be able to tell that we're even back there for the most part. But it's a lot of fun. The community loves it. We've hosted some community chili dinners for the kids to come in and watch. They love it. We feel we've been a good community to Union County. Most of our members live in Union County, by the way.

**Mark Tilley:** One question. The turbine type flights that were a question the other time you came - I'm assuming technology has quietened them down to where they're not the way they were at that time.

**Scott Gant:** Right. That's a great question and first in 2009 when we've been in place they really were not part of the hobby for the most part and they now have become a much larger part although we have a very small number of people in our club that even fly turbines. I think we have three members that even fly turbines now. And to your point the technology has increased - they're very sound. We've actually sound tested the turbines at 1,000 ft compared to a normal plane flying over and they're actually quieter. They're very well designed, and we have a higher level of scrutiny and training for those turbine pilots that they have to go through for AMA guidelines to get what we call a turbine certificate by an individual who is rated to evaluate that similar to what the FAA does in evaluating multi-engine flyers and that kind of thing. Also, our landowner doesn't have a problem with that at all.

**Mark Tilley:** Well, what hours were you wanting?

**Scott Gant:** Well, primarily it's daylight flying, but on occasion, very rarely, we have electric aircraft that will come out that during the night with lights on their planes and they'll want to fly right on the runway because you have to obviously be close by. We would prefer no restrictions on that if possible. The closest resident to this is 2500 feet away. It's so remote where we are that I don't think they'd even really see it for the most part. But we don't have any kind of restrictions, or we would prefer that obviously.

**Mark Tilley:** Well, I struggle with that because you might not always be the president, right? And what we do tonight stays with this piece of property forever. So, we need a beginning and an end time for the residents and the area. I mean, you know, right?

**Scott Gant:** Well, we're certainly open to, you know, if it's something that's a concern.

**Mark Tilley:** 10 o'clock? No later than 10:00? Would you be out there any later than that? Would there be a reason?

**Greg Giblin:** Can we do 11:00? During summertime, it doesn't even get dark.

**Mark Tilley:** That's fine with me. I got you.

**Scott Gant:** 11 would work fine for us.

**Mark Tilley:** If the rest of the board's in agreement with that, I'm fine with that. I just think we need to have a time.

**Kelly Cope:** Your site plan says as a special condition says no flying after 10:00 p.m. Only electric aircraft can be flown between 9 and 10 p.m.

**Scott Gant:** Right. That's what it is right now. And we on occasion, as Greg mentioned, pilots will come out and again flying right in front of us with small electric planes, no turbines, anything like that at night where they want to fly at night. So, I think 11 would be plenty sufficient for us.

**Mark Tilley:** Well, I think the part you're talking about was the part I was asking about the technology part.

**Greg Giblin:** It's really just a function in the summertime when it doesn't get dark until 9:45 kind of in essence. So that's why we wanted to extend, or we would like to do that.

**Mark Tilley:** Well, with them two ponds on there in the wintertime, I don't think you can be out there at 11:00. No way. That air gets pretty cool in that valley.

**Scott Gant:** And frankly, it's a fairly rare event. We really just don't have that many pilots that fly at night. Uh, you know, it's again, it's electric aircraft only. This is not really a critical issue for us at all, but we are very comfortable with that restriction at 11.

**Mark Tilley:** What time do you start in the mornings like on Saturdays? What time do you normally start?

**Scott Gant:** I would say generally, that's a great question, that people sometimes might come out there as early as say 8:30 am or so in the morning and fly all day. Some would say 8 o'clock. Yeah.

**Mark Tilley:** 8:00 am in the morning generally. So, 8:00 am until 11:00 pm, something like that?

**Scott Gant:** That would be plenty. And a typical day for us, as you know, is probably four or five pilots out on the field. This is not like there's 90 people out there all the time, you know.

**Chairman Darren Greene:** This is not Charlotte Douglas International Airport.

**Scott Gant:** No, it's not and we welcome you to come out and check it out sometime. We have many days that no one's out there. It'll be beautiful weather. We're kind of perplexed by rain and wind, and issues like cold and it reduces the percentage of available flight time, it's not that often.

**David Brooks:** So, your members can fly seven days a week though.

**Scott Gant:** That's correct.

**Chairman Darren Greene:** All right. Is there anyone here who would like to speak in opposition to this petition? I don't see anybody jumping up. So, all right. Board, have you heard all you need to hear?

**Kelly Cope:** Ask your guys if you want to close the hearing. As you begin your deliberation, since it's been a while since we've had one of these, I do want to remind you that it is the applicant's burden to produce sufficient evidence to show those five standards have been met. Now, I'm happy to go over those with you. They should be in your packet

**Chairman Darren Greene:** They are, and I was reading over them and I like what they submitted to me. We'll go through each one of those.

**Kelly Cope:** Clearly indicate by way of finding of facts how they are met or not. And the applicant has in your packet in their words shown or written how they believe they have met that. But do base your decision on evidence that's been submitted to you or presented to you tonight.

**Chairman Darren Greene:** Right. We have had this entire packet submitted as exhibits and it's on the record. Any other discussion before we close the public hearing? Do I have a motion to close the public hearing?

Vice Chair Rick Davis made motion to close the public hearing. Mark Tilley seconded it. It was approved unanimously.

### **Question 1**

**Chairman Darren Greene:** The findings of fact are under the green tab. We'll start with number one. I don't know Derek if you two guys down there have ever set in on a special use permit? It's been so long since we've had one of these. It's a little different than our usual planning issues. Item number one, these are the findings of fact. And again, as our attorney just stated, we have to find each one of these. We have to look at them. All five have to be voted on individually and if there's one that doesn't pass then the whole thing doesn't pass basically. So, item number one the proposed use and development comply with the regulations and standard generally applicable within the zoning district and specifically applicable to the particular type of use. Again they they've stated here that air strips are allowed for this use.

**Vice Chair Rick Davis:** I'm good with it

**Chairman Darren Greene:** We'll vote independently on each one. So, all in favor that this is met, say, "I.". Any opposed? (None were, approved unanimously).

**Vote:** 6 (affirmed)

## **Question 2**

**Chairman Darren Greene:** Number two, the proposed development will not materially endanger the public health or safety. Again, they've got a huge 15-year record that they've had no problems whatsoever just down the road, and they're actually moving to a bigger piece of property. Any questions, any comments. All right. All who agree that this is met, say, "I.". Any opposed?

**Vote:** 6 (affirmed)

## **Question 3**

**Chairman Darren Greene:** Number three. The proposed development will not substantially injure the value of the budding property or is a public necessity. There's an impact study. If you didn't read it, it's in here. The other one hasn't harmed any property. So, this one certainly doesn't appear it would either. So, all that agree that this is met, say, "I." Any opposed.

**Vote:** 6 (affirmed)

## **Question 4**

**Chairman Darren Greene:** Number four, the proposed development will be in harmony with the area which it's located. Anybody who knows where this is at, it's kind of out there in beautiful farmland. There's not a lot going on. Uh, only thing out there that's weird is a big old truck on top of big poles. And I don't know who's responsible for that, but that's okay. We won't talk about that. So, all that agree that this is met, say, "I." Any opposed.

**Vote:** 6 (affirmed)

## **Question 5**

**Chairman Darren Greene:** And number five, the proposed development will be in general conformity with the comprehensive plan. This is again out there. There's not a lot going on. We're not talking about building an airport where people are going to be landing on a plane, getting off and going to buy lunch. So, I think it's going to be in conformity as the one down the road has been for the last 15 years. So, all that agree that this is met, say, "I." Any opposed.

**Vote:** 6 (affirmed)

**Chairman Darren Greene:** Do I have a motion?

**Kelly Cope:** One question before you make your motion. So, there is discussion of the timing. The site plan is a little bit different than what the proposed condition is. So, if you do want to impose that different condition than what's on the site plan, you need to vote on that.

**Mark Tilley:** I agree. I'll make a motion to approve the special use permit adding the stipulation of 8:00 a.m. to 11:00 p.m. operating time. Well, I will add approving it with what they said they were going to put forth there, the buildings and all plus adding that.

**Jim King:** Does that include staff recommendation as well?

**Mark Tilley:** Well, I'm trying to find all that stuff.



**Chairman Darren Greene:** What were the staff recommendations?

**Jim King:** Staff recommendations were that they must comply with all local state and federal regulations, must comply with the Union County development ordinance and North Carolina building code, must comply with the site-specific plan, must provide a 500-foot buffer along the exterior property lines

**Chairman Darren Greene:** I think that's appropriate.

**Mark Tilley:** Also, staff recommendations and 8:00 am until 11:00 pm and the building layout that was presented here tonight.

**Chairman Darren Greene:** Do I have a second?

**Vice Chair Rick Davis:** Second

**Vote:** 6 (affirmed)

**The LUB makes the following findings of fact:**

1. **The proposed use and development complies with all regulations and standards generally applicable within the zoning district and specifically applicable to the particular type of special use.**
  - A. The airfield will fully comply with all the provisions of the UCDO.
  - B. Entertainment and Spectator Sports, Outdoor Major uses are allowed in RA-40 with a SUP.
  - C. The facility will be used for radio-controlled model planes.
2. **The proposed development will not materially endanger the public health or safety.**
  - A. The proposed airfield will not endanger the public health or safety.
  - B. Charlotte Aeromodelers holds the Gold Star Academy of Model Aeronautics (AMA).
  - C. Charlotte Aeromodelers has a perfect safety record for the past 15 years with no injury to person or property.
3. **The proposed development will not substantially injure the value of abutting property or is a public necessity.**
  - A. An impact study provided by Rob Morrison from Morrison Appraisal, Inc., concluded based on his analysis of the property that the proposed use will not have substantial negative impacts on abutting properties.
  - B. The current facility of Charlotte Aeromodelers, which is 1.25 miles down Morgan Mill Rd., has been open for 15 years, and has not had any known negative impacts on any of the adjacent property values, nor any complaints from neighbors regarding negative impacts.

4. **The proposed development will be in harmony with the area in which it is located.**

- A. Site placement is a six-acre leased area on a large 264-acre parcel.
- B. The area of the County in which the site is located is mostly open farmland.
- C. The six leased acres are covered in Bermuda grass with two metal structures (Clubhouse/shelter and a mower shed).

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

- A. The Union County Comprehensive Plan calls for single family and agricultural uses within this area of the County.
- B. The leased area is covered in Bermuda grass with two metal structures.

***LUB votes on SUP requirements:***

1. **The proposed use and development complies with all regulations and standards generally applicable within the zoning district and specifically applicable to the particular type of special use.**

*Vote 6-0 in the affirmative.*

2. **The proposed development will not materially endanger public health or safety.**

*Vote 6-0 in the affirmative.*

3. **The proposed development will not substantially injure the value of abutting property, or is a public necessity.**

*Vote 6-0 in the affirmative.*

4. **The proposed development will be in harmony with the area in which it is located.**

*Vote 6-0 in the affirmative.*

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

*Vote 6-0 in the affirmative.*

**Based upon the foregoing findings of facts and affirmative votes,**

**Motion**

***Mr. Tilley made a Motion to Approve the Special Use Permit application for Entertainment and Spectator Sports, Outdoor Major following conditions:***

1. *Must comply with all local, state, and federal regulations.*
2. *Must comply with the Union County Development Ordinance and North Carolina Building Code.*
3. *Must fully comply with the site-specific site plan.*
4. *Must have a 500 ft. buffer along all exterior property lines.*
5. *Hours of operation are from 8:00 am until 11:00 pm Monday through Sunday*

*Mr. Davis seconded the Motion. The Motion passed with a 6-0 (unanimous) vote.*

#### **Planning Staff Report - Rezoning Case # CZ-2025-007**

**Staff Contact:** Bjorn Hansen, Senior Planner

##### **Summary of Request**

This case is requesting to rezone one parcel totaling two acres appearing on the tax map as tax parcel 09-128-014R located on Pageland Highway from RA-40 to Light Industrial (LI) with Conditions. The rezoning will include the following conditions:

1. Limited to site plan dated July 21, 2025
2. Uses limited to office and warehouse
3. Five-year vesting of development rights
4. Development will meet all requirements of the Union County Unified Development Ordinance on the date of approval

##### **Owner/Applicant**

**Owner:** Neuse Telecom, LLC  
4508 Poplin Grove Drive  
Indian Trail, NC 28079

**Applicant:** David Rodriguez  
4508 Poplin Grove Drive  
Indian Trail, NC 28079

##### **Property Information**

**Location:** On the west side of Pageland Highway north of Eudy Road. Location more specifically described as tax parcel 09-128-014R.

**Municipal Proximity:** The site is slightly more than half 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 1,000' north was proposed for rezoning to B-4 in 1989, but was denied. A 6.391 acre site approximately 1/3 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 700 feet south 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 was not required for this rezoning. Anticipated traffic from this site is expected to be low but will involve commercial truck traffic.

#### 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 office and warehouse uses are therefore considered appropriate, provided that the site plan can meet County development standards.

#### Public and Municipal Comments

**Public Comments:** A community meeting was held August 26, 2025. One member of the public attended. They had questions about road access and whether the site would use their driveway, extent of the rezoning as well as concerns over impacts on property values. No changes were made based on feedback.

**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. The rezoning proposes warehouse and office uses are appropriate for this part of the corridor. The proposed site plan meets the unified development ordinance and is consistent with the adopted plan. **Because of these aspects of the development, staff recommend approval of this rezoning application.**

Applicant Presentation - David Rodriguez (Neuse Telecom, LLC):

- Neuse Telecom specializes in fiber optics and structured cabling.
- Company has ~30 employees; only 4–5 would work on site daily.
- No hazardous materials or manufacturing proposed.

Public Comment:

One neighbor, Regina Cripe of 2614 Pageland Hwy, expressed concern about industrial uses in residential areas, wildlife displacement, and traffic impacts.

Board Action:

**Motion:** Recommend approval of rezoning petition CZ-2025-007 and adopt the advisory consistency and reasonableness statement.

**Vote:** Unanimously approved

**Planning Staff Report - Rezoning Case # CZ-2025-008**

**Staff Contact:** Bjorn Hansen, Senior Planner

**Summary of Request**

This case is requesting to rezone one parcel totaling 161.1 acres appearing on the tax map as tax parcel 02-202-008 along Mills Harris Road from RA-200 CZ to RA-200 CZ with Amended Conditions. The rezoning will include the following conditions:

1. Limited to approved site plan
2. Uses limited to electrical substation
3. Five-year vesting of development rights
4. Development will meet all requirements of the Union County Unified Development Ordinance on the date of approval

**Owner/Applicant**

**Owner:** Union County  
500 North Main Street, Suite 70  
Monroe, NC 28112

**Applicant:** Union Electric Membership Corporation (Union Power)  
1525 North Rocky River Road  
Monroe, NC 28110

**Property Information**

**Location:** On the east side of Mills Harris Road north of Monroe Ansonville Road. Location more specifically described as tax parcel 02-202-008.

**Municipal Proximity:** The site is slightly more than one mile from the Town of Wingate.

**Existing Land Use and Development Status:** The parcel is currently zoned RA-200 with Conditions. The property is used by the Union County Sheriff's Department as a training facility. The site has not yet been fully developed based on the approved rezoning site plan.

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

**Environmental Features:** There is a stream and floodplain in the central part of the overall parcel, but there is none specifically where the electrical facility will be located.

**Utilities:** Public water and sewer are not available to the site. The proposed use will not require utility service.

**Zoning and Land Use History:** The parcel site was rezoned to RA-200 with conditions in 2018 to develop the Sheriff's Department training facility. A special use permit on the same site was denied in 2006. There have been no other zoning actions in the immediate vicinity of the proposed rezoning.

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

**Transportation:** This parcel is on Mills Harris Road, which is a NCDOT-maintained facility. The proposed use would not have access from Mills Harris Road, however. The use would have access from a private easement onto Ansonville Road, which carries approximately 1,500 vehicles per day. The proposed use would have a very low traffic impact, mainly to service the equipment on site as needed. There are no funded road improvement projects in the immediate vicinity of the rezoning. A traffic Impact Analysis was not required for this rezoning.

#### Planning Documents

**Union County Comprehensive Plan:** The Union County 2050 comprehensive plan identifies this area as a Rural Residential area. The uses proposed under RA-200 zoning 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 August 27, 2025. Four members of the public attended. They did not oppose the proposed use but had questions about gating the private drive to the facility and additional uses that could be placed on the property. No changes were made as a result of the meeting.

**Municipal Comments:** Wingate was not consulted for comments due to the distance to the town limits.

## Staff Comments and Recommendation

This part of Union County is identified for rural residential and agricultural land uses. The land use map does not specifically identify where electrical substations should be located, which is the reason for the Special Use Permit process. The applicant has demonstrated that the proposal meets the required findings of fact for approval in the RA-200 zoning district. **Because of these aspects of the development, staff recommend approval of this rezoning application.**

### Applicant Presentation – Union Power:

- Union Power described the need to improve service reliability for Wingate, Marshville, and surrounding areas, serving 1,500–2,000 members.
- Site chosen for proximity to transmission lines.
- Buffers will remain; stormwater and erosion permits required.

### Board Discussion:

Disclosure by Vice Chair Rick Davis that he was an adjacent property owner but had no financial interest in rezoning approval. The board allowed Mr. Davis to participate.

- Questions addressed regarding buffers, service area, and reliability.

### Board Action:

Motion: Recommend approval of rezoning petition CZ-2025-008 as presented.

Vote: Unanimously approved

**Planning Staff Report:** Bjorn Hansen informed the Board that the Rural Land Use Plan Steering Committee was scheduled to complete strategy review September 23. October meeting moved to October 7, ahead of LUB's October 21 meeting. The Land Use Board will consider recommendations of the Rural Land Use Plan at that meeting.

**Brief Comments:** There were no comments.

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



# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

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**File #:** 25-659

**Agenda Date:** 10/21/2025

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**TITLE:**

Decision Letter - 2025-SUP-01 Charlotte Aeromodelers





## **Union County Land Use Board Decision Letter (Approving a Special Use Permit)**

October 21, 2025

**VIA U.S. First Class Mail**

**Owner:**

Brice Baucom Farms, Inc.  
c/o Allan Baucom  
9611 Morgan Mill Rd.  
Monroe, NC 28110

**Applicant:**

Charlotte Aeromodelers  
C/O Scott Gantt  
7105 Fairway Vista Dr.  
Charlotte, NC 28226

**RE: Application of the Charlotte Aeromodelers for a Special Use Permit for Entertainment and Spectator Sports, Outdoor Major located at 9509 Morgan Mill Rd., more specifically identified by Union County as Tax Parcel Number 01-222-002. The Special Use Permit allows for the construction and operation of an airfield for RC (remote control) planes on six leased acres.**

**Case No. 2025-SUP-01**

Dear Mr. Baucom and Mr. Gantt,

This matter was heard during a public hearing before the Union County Land Use Board ("LUB") on September 16, 2025. The purpose of the hearing was to hold an evidentiary hearing to consider Charlotte Aeromodeler's request for a Special Use Permit ("SUP") pursuant to Section 80.110 of the Union County Development Ordinance ("UCDO") for Entertainment and Spectator Sports, Outdoor Major. Based upon the evidence presented at the hearing, and findings of fact, the LUB granted a Special Use Permit for the property located at 9509 Morgan Mill Rd., more specifically identified by Union County as parcel number

01-222-002. The SUP allows the construction and operation of an airfield for RC planes on six leased acres. The airfield will be used by club members and host three to four air shows per year. The airfield and associated features shall be constructed in conformity with the attached site-specific site plan labelled Exhibit A (Part 1 & 2).

**The LUB makes the following findings of fact:**

- 1. The proposed use and development complies with all regulations and standards generally applicable within the zoning district and specifically applicable to the particular type of special use.**
  - A. The airfield will fully comply with all the provisions of the UCDO.
  - B. Entertainment and Spectator Sports, Outdoor Major uses are allowed in RA-40 with a SUP.
  - C. The facility will be used for radio-controlled model planes.
- 2. The proposed development will not materially endanger the public health or safety.**
  - A. The proposed airfield will not endanger the public health or safety.
  - B. Charlotte Aeromodelers holds the Gold Star Academy of Model Aeronautics (AMA).
  - C. Charlotte Aeromodelers has a perfect safety record for the past 15 years with no injury to person or property.
- 3. The proposed development will not substantially injure the value of abutting property or is a public necessity.**
  - A. An impact study provided by Rob Morrison from Morrison Appraisal, Inc., concluded based on his analysis of the property that the proposed use will not have substantial negative impacts on abutting properties.
  - B. The current facility of Charlotte Aeromodelers, which is 1.25 miles down Morgan Mill Rd., has been open for 15 years, and has not had any known negative impacts on any of the adjacent property values, nor any complaints from neighbors regarding negative impacts.

**4. The proposed development will be in harmony with the area in which it is located.**

- A. Site placement is a six-acre leased area on a large 264-acre parcel.
- B. The area of the County in which the site is located is mostly open farmland.
- C. The six leased acres are covered in Bermuda grass with two metal structures (Clubhouse/shelter and a mower shed).

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

- A. The Union County Comprehensive Plan calls for single family and agricultural uses within this area of the County.
- B. The leased area is covered in Bermuda grass with two metal structures.

***LUB votes on SUP requirements:***

**1. The proposed use and development complies with all regulations and standards generally applicable within the zoning district and specifically applicable to the particular type of special use.**

*Vote 6-0 in the affirmative.*

**2. The proposed development will not materially endanger public health or safety.**

*Vote 6-0 in the affirmative.*

**3. The proposed development will not substantially injure the value of abutting property, or is a public necessity.**

*Vote 6-0 in the affirmative.*

**4. The proposed development will be in harmony with the area in which it is located.**

*Vote 6-0 in the affirmative.*

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

*Vote 6-0 in the affirmative.*

**Based upon the foregoing findings of facts and affirmative votes,**

**Motion**

***Mr. Tilley made a Motion to Approve the Special Use Permit application for Entertainment and Spectator Sports, Outdoor Major following conditions:***

- 1. Must comply with all local, state, and federal regulations.***
- 2. Must comply with the Union County Development Ordinance and North Carolina Building Code.***
- 3. Must fully comply with the site-specific site plan.***
- 4. Must have a 500 ft. buffer along all exterior property lines.***
- 5. Hours of operation are from 8:00 am until 11:00 pm Monday through Sunday***

***Mr. Davis seconded the Motion. The Motion passed with a 6-0 (unanimous) vote.***

The Land Use Board's Decision on this matter may be appealed to Superior Court by an action in the nature of certiorari pursuant to North Carolina General Statute 160D-1402. A petition for review must be filed within thirty (30) days of the date the decision is filed with the clerk to the LUB or the date that written notice of the decision is provided pursuant to Section 80.110-I(2) of the UCDO, whichever is later.

This the \_\_\_\_ of October 2025.

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Darren Greene, Chair  
Union County Land Use Board

Decision filed in Union County  
Planning Department

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Date

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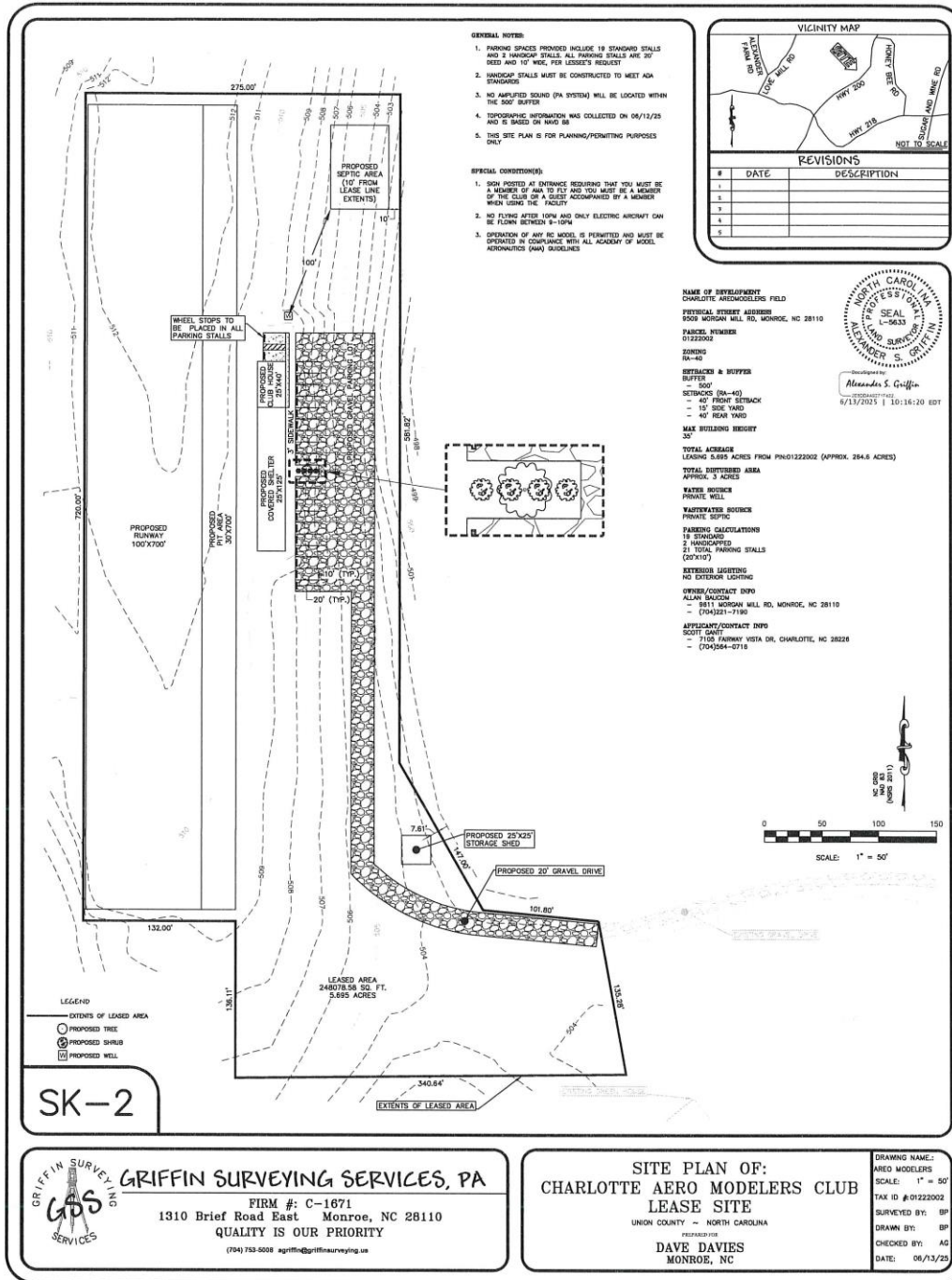
Amy Griffin, Clerk to Land Use Board  
EXHIBIT A

DocuSign Envelope ID: 00001B3A-D56F-4E02-93E4-9FE6CB2ED496



# Part 2

Design Envelope ID: 5DD01B3A-C8F1-4E55-93E4-9F6C82ED496





# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

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**File #:** 25-619

**Agenda Date:** 10/21/2025

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**TITLE:**

Rezoning Petition 2025-RZ-010 Haney

**DETERMINATION OF CONFLICTS**

**INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

**ACTION REQUESTED:**

Recommend approval or denial of rezoning petition to the Board of Commissioners

**BACKGROUND:**

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 (HC). The rezoning request is a straight rezoning, so there are no conditions associated with this request.

**FINANCIAL IMPACT:**

None

**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.

**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.

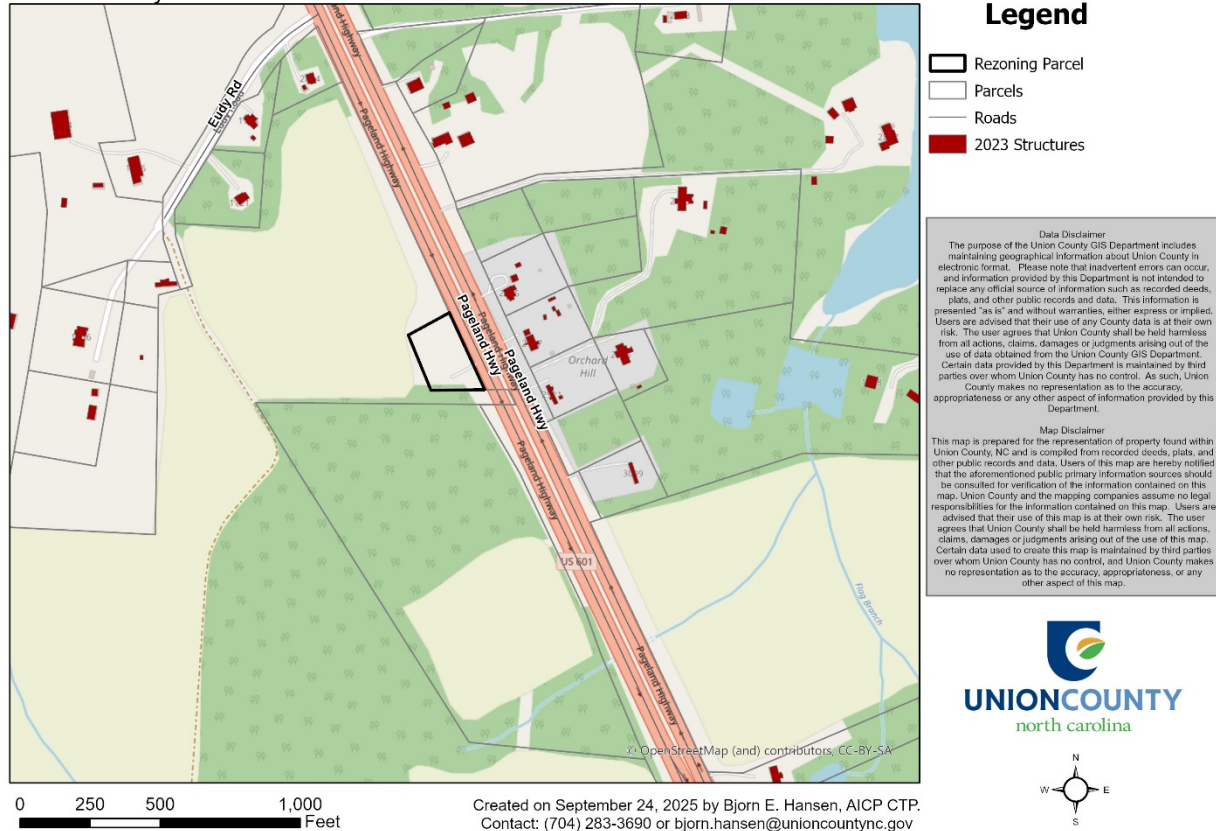
## Development Status

Petition: 2025-RZ-010

Name: Haney

Size: 0.51 acres

Tax Parcel: 091-31-001



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



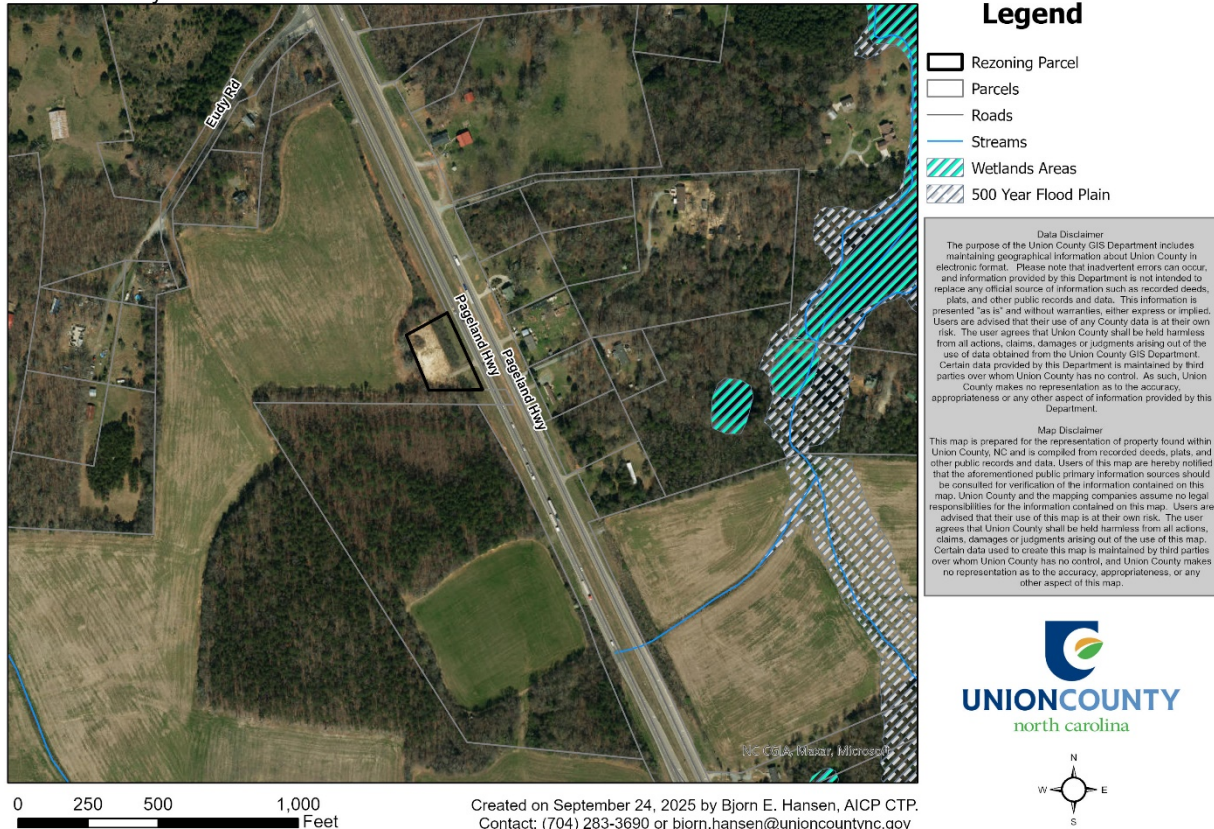
## Environmental Features

Petition: 2025-RZ-010

Name: Haney

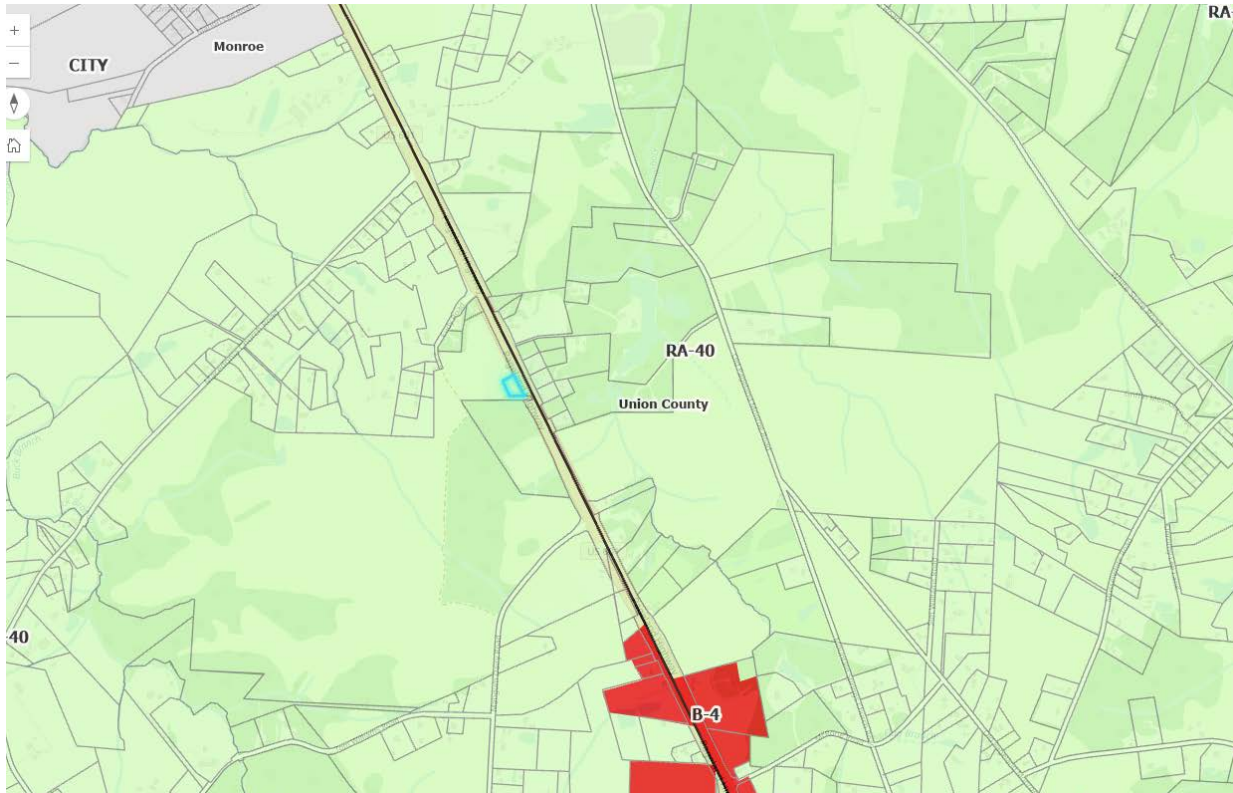
Size: 0.51 acres

Tax Parcel: 091-31-001



**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.

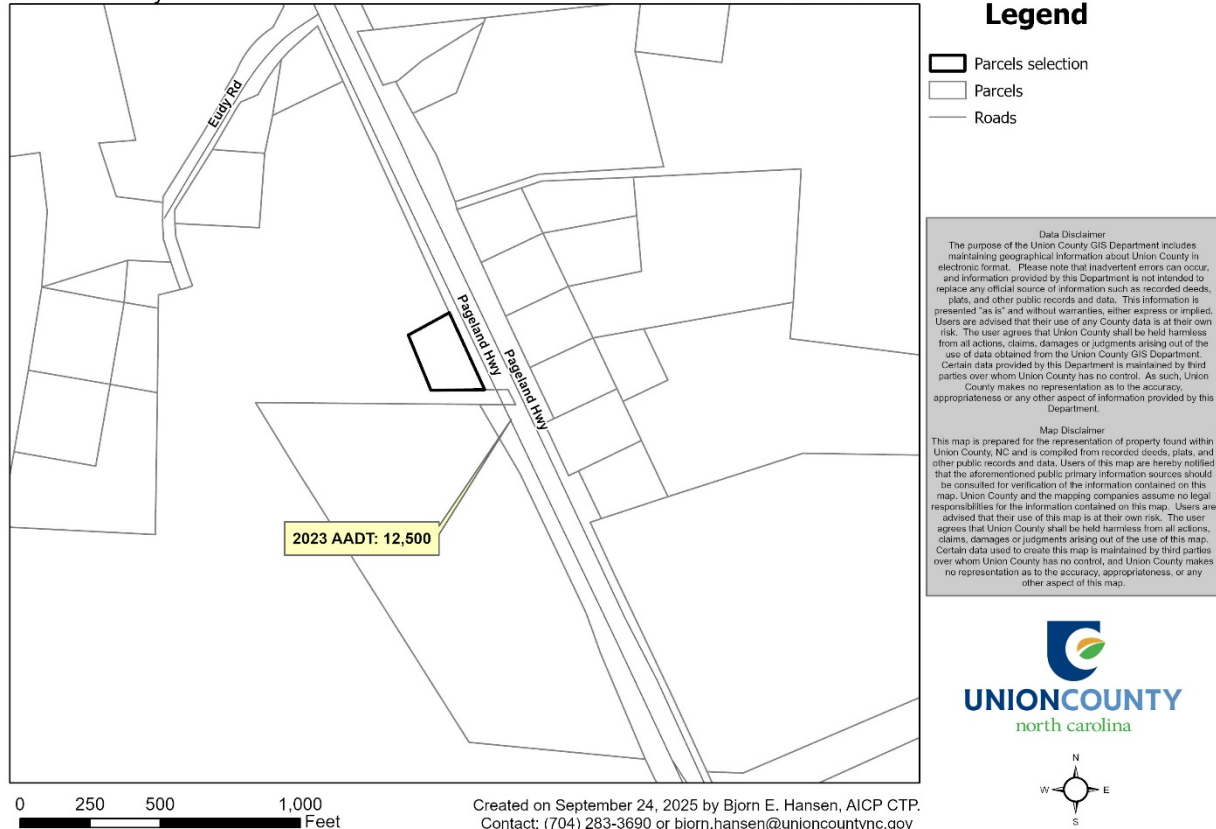
## Transportation

Petition: 2025-RZ-010

Name: Haney

Size: 0.51 acres

Tax Parcel: 091-31-001



## 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.



## Land Use Map

Petition: 2025-RZ-010

Name: Haney

Size: 0.51 acres

Tax Parcel: 091-31-001



### Legend

-  Rezoning Parcel
-  Parcels
-  Roads
-  Employment Corridor
-  Rural Residential

**Data Disclaimer**  
The purpose of the Union County GIS Department includes maintaining geographical information about Union County in electronic format. Please note that inadvertent errors can occur, and information provided by this Department is not intended to replace any official source of information such as recorded deeds, plats, and other public records and data. This information is presented "as is" and without warranties, either express or implied. Users are advised that their use of any County data is at their own risk. The user agrees that Union County shall be held harmless from all actions, claims, damages or judgments arising out of the use of data obtained from the Union County GIS Department. Certain data provided by this Department is maintained by third parties over whom Union County has no control. As such, Union County makes no representation as to the accuracy, appropriateness or any other aspect of information provided by this Department.

**Map Disclaimer**  
This map is prepared for the representation of property found within Union County, NC and is compiled from recorded deeds, plats, and other public records and data. Users of this map are hereby notified that the aforementioned public primary information sources should be consulted for verification of the information contained on this map. Union County and the mapping companies assume no legal responsibilities for the information contained on this map. Users are advised that their use of this map is at their own risk. The user agrees that Union County shall be held harmless from all actions, claims, damages or judgments arising out of the use of this map. Certain data used to create this map is maintained by third parties over whom Union County has no control, and Union County makes no representation as to the accuracy, appropriateness, or any other aspect of this map.



### 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.

### Land Use Board Recommendation

The Land Use Board is scheduled to review this rezoning request at its October 21, 2025, meeting.

#### 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 septic and well 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.

# Application for Straight Rezoning

**Union County  
Planning Department**  
500 N Main Street - Suite 70  
Monroe, NC 28112  
T 704.283.3565  
E UCPlanning@unioncountync.gov

## General Information

Project Address 2916 Pageland Hwy City Monroe State NC Zip 28110

Tax Parcel ID 091 31 001 Current Zoning Designation RA40 Total Acres .51

Proposed Zoning Designation Highway Corridor Date Submitted 9/23/2025

Project Description or Intent of Rezoning

rezoning request is to allow for a self-storage facility.

## Contact Information

Applicant Name Mike Haney

Address 1000 Datar Lane City Indian Trail State NC Zip 28079

Phone [REDACTED] Fax [REDACTED] Email [REDACTED]

Property Owner Name McKagney Investments, LLC

Address Same as applicate information City [REDACTED] State [REDACTED] Zip [REDACTED]

Phone [REDACTED] Fax [REDACTED] Email [REDACTED]

## Applicant's Certification

[Signature]  
Signature

9/23/2025

Date

Mike Haney/ Owner

Printed Name/Title

## Owner's Certification (include names and signatures of all owners)

[Signature]  
Signature

9/23/2025

Date

Mike Haney/ Owner

Printed Name/Title

## Union County Office Use Only:

Case Number: 2025-RZ-010 Date Received: 9-24-25

Amount of Fee (\$600): BEA Fee Ok: BEA Received by: BEA

Contact: Bjorn Hansen T. 704.283.3690 E. Bjorn.Hansen@unioncountync.gov



# Letter of Intent

Date: September 23, 2025

To: Union County Planning Department  
Reference: Straight Rezoning Request  
2916 Pageland Hwy, Monroe NC 28110  
Parcel # 091 31 001

My name is Michael Haney and I'm a long-time resident of Union County. I've recently acquired the .51-acre Pageland Highway parcel with the intention of developing a self-storage facility.

This parcel is currently zoned RA 40 and I'm requesting a straight rezoning to Highway Corridor (HC). Zoning HC appears to be consistent with the intended use fronting highway 601 (Pageland Hwy).

Sincerely,  
Mike Haney  
704-497-6619

## **Land Use Board Advisory Consistency and Reasonableness Statement Concerning Proposed Amendment to the Union County Zoning Map**

The Union County Land Use Board has reviewed the rezoning petition (RZ-2025-010) submitted by Mike Haney, requesting a revision of the Union County Zoning Map by rezoning one parcel totaling approximately 0.51 acres appearing on the tax map as tax parcel 09-131-001 along US 601 from RA-40 to Highway Corridor (HC).

### **TO RECOMMEND APPROVAL OF THE AMENDMENT (THE PROPOSAL IS CONSISTENT WITH THE CURRENT PLAN)**

#### **Motion**

(i) Recommend approval of rezoning petition RZ-2025-010; and (ii) adopt the advisory consistency and reasonableness statement for recommendation of approval.

#### **Advisory Consistency and Reasonableness Statement**

Pursuant to N.C.G.S. § 160D-604, the Union County Land Use Board does hereby recommend that the Union County Board of Commissioners adopt the proposed map amendment, as approval is reasonable and the proposal is consistent with the currently adopted Union County Comprehensive Plan (the “Plan”). Adoption of the proposed map amendment (i) takes into account the need to amend the zoning map to meet the needs of the community, and (ii) is reasonable and in the public interest because:

1. The proposed use is consistent with the Plan. The Plan’s Land Use Map identifies this area as Rural Residential with an Employment Corridor overlay. The Plan provides that a variety of employment uses may be appropriate along an Employment Corridor. Development uses that may be appropriate include distribution, logistics, aeronautics, industrial, and agri-business. A rezoning to Highway Corridor would allow for many of these development uses contemplated for an Employment Corridor under the Plan.
2. The benefits to the community at large, the neighbors, and the property owners of the proposed rezoning outweigh any detriments to the neighbors and others caused by the rezoning. The benefits of this rezoning include potentially allowing for increased employment or business uses for the surrounding community to utilize, as well as developing an area designated in the Plan for development along a significant transportation corridor in the County. The potential detriments of the use established by this rezoning could include increased noise, light, and traffic exposure, as well as increased public services impacts.

**TO RECOMMEND DENIAL OF THE AMENDMENT (THE PROPOSAL IS  
INCONSISTENT WITH THE CURRENT PLAN)**

**Motion**

(i) Recommend denial of rezoning petition RZ-2025-010; and (ii) adopt the advisory consistency and reasonableness statement for recommendation of denial.

**Advisory Consistency and Reasonableness Statement**

Pursuant to N.C.G.S. § 160D-604, the Union County Land Use Board does hereby recommend that the Union County Board of Commissioners deny the proposed map amendment, as denial is reasonable and the proposal is inconsistent with the currently adopted Union County Comprehensive Plan (the “Plan”). Denial of the proposed map amendment is reasonable and in the public interest because:

1. Future allowed commercial use on the property under certain uses allowed in Highway Corridor districts could result in increased congestion on the roads and streets adjacent and nearby to the property. Traffic congestion is a noted concern in the Plan.
2. Certain uses allowed in a Highway Corridor district are not employment uses that are contemplated uses in an Employment Corridor as identified in the Plan.
3. The small size of the parcel limits uses on the site.
4. The proposed rezoning will facilitate ongoing and potential future commercial uses in close proximity to existing residential uses, including residential uses in areas identified as Rural Residential.



# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

**File #:** 25-631

**Agenda Date:** 10/21/2025

### **TITLE:**

Rezoning Petition 2024-CZ-005 Secrest

### **DETERMINATION OF CONFLICTS**

### **INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

### **ACTION REQUESTED:**

Recommend approval or denial of rezoning petition to the Board of Commissioners

### **BACKGROUND:**

This is a rezoning petition submitted by Karmyne Milton, 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 in order to develop a drivers school and flea market. 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

A community meeting was held July 31, 2025, and was attended by 11 residents. They had questions and concern over buffering, business plan for flea market, proximity of the driveway to nearby neighborhoods, and flooding concerns.

### **FINANCIAL IMPACT:**

None.

# Application for Conditional Rezoning

**Union County  
Planning Department**  
500 N Main Street - Suite 70  
Monroe, NC 28112  
T 704.283.3565  
E UCPlanning@unioncountync.gov

## UPDATED INFORMATION

### General Information

Project Address 6615 Secrest Shortcut Rd City Indian Trail State NC Zip 28079

Tax Parcel ID 07042002A Current Zoning Designation R-20 Total Acres 11.9580

Proposed Zoning Designation B-4 Date Submitted 3-28-25

### Contact Information

Applicant Name Karmyne Milton

Address 1420 Rama Rd City Charlotte State NC Zip 28211

Phone [REDACTED] Fax [REDACTED] Email [REDACTED]

Property Owner Name Matt Construction Inc.

Address 4506 STATESVILLE RD City CHARLOTTE State NC Zip 28269

Phone [REDACTED] Fax [REDACTED] Email [REDACTED]

### Applicant's Certification

[Signature]  
Signature

03/28/2025  
Date

Karmyne Milton/Authorized Agent  
Printed Name/Title

### Owner's Certification (include names and signatures of all owners)

[Signature]  
Signature

03/28/2025  
Date

Mehmet Ilik/owner  
Printed Name/Title

### Union County Office Use Only:

Case Number: 2024-CZ-005 Date Received: 3-28-25

Amount of Fee: N/A Fee Ok: [Signature] Received by: [Signature]  
Change of applicant

Contact Bjorn Hansen to begin the process. T. 704.283.2690 E. Bjorn.hansen@unioncountync.gov



\*\*This document is only valid from July 1, 2024 - June 30, 2025

## BEN BARRY

TELEPHONE (704) 996-8945

hasben@carolina.rr.com

July 3, 2024

PROJECT : Rezone 11 acre site on Secrest Shortcut Road from R20 to B4 ~~HC~~ (tbd)  
(See attached Site Plan)

CLIENT : Mehmet Ilik – purchaser (pending)

CURRENT

OWNERS : Amy R. Cline and Annette R. Mills

PROPOSED USE : Flea Market on Weekends – Driving School weekdays

More than half of the property is currently Flood Plain – see attachment- and there is a large Power Line Right of Way dividing the useable portion. A large part of the useable portion across the power R/W is wooded and proposed to remain so. The proposal is for a remaining useable portion to be used for overflow parking.

Two entrance/exit drives are proposed off of Secrest Shortcut Road – one to the main parking and one to an overflow area. There are existing turn lanes to each driveway entrance, although the turns need to be re-striped to serve the opposite direction.

The proposed areas to be rezoned =	26,657 sf - overflow parking
(areas are approximate,	9,884 sf - power R/W crossing
subject to survey)	41,155 sf - building + parking

The current plan is construct a building (probably metal building) of approximately 9,600 square feet (or what area is feasible) to provide necessary toilets, an office, and covered vendor spaces. Other outdoor spaces will be available to vendors on weekends as needed.

Ben Barry  
(704) 996-8945  
[ben@thebigride.org](mailto:ben@thebigride.org)





Rosenau

Engineering

4108 SAINT JOSEPH DR  
INDIAN TRAIL, NC 28079  
704-893-5482  
www.rosenauengineering.com  
NCBES CERT. NO. P-1789

SEALS:



JONATHAN S. ROSENAU

NC PE #037143

PROJECT NAME:

SECRET SHORTCUT ARTISAN MARKET  
& DRIVERS' EDUCATION

6615 SECREST SHORTCUT ROAD (PARCEL ID 07042002A)  
VANCE TOWNSHIP, UNION COUNTY, NORTH CAROLINA 28079

CLIENT:

KEMPO CORPORATION INC  
4506 STATESVILLE ROAD  
CHARLOTTE, NC 28269  
704-605-2124  
KARMYNEM@YAHOO.COM

DATE: 03/21/2025  
REVISIONS:

A 05/03/2025

REVISION

B 06/17/2025

COMMUNITY MING

JOB NO: 25108  
SHEET TITLE:

CONDITIONAL  
ZONING PLAN

SCALE: 1" = 40'  
SHEET NO.:

CZP-1

© ROSENAU ENGINEERING, PLLC



GENERAL NOTES:

1.

ALL CONSTRUCTION TO BE CONDUCTED IN COMPLIANCE WITH UNION COUNTY'S STANDARDS AND SPECIFICATIONS. SITE PLAN WILL FULLY COMPLY WITH ALL PROVISIONS OF THE UNION COUNTY DEVELOPMENT ORDINANCE.

2.

ANY WORK CONDUCTED WITHIN THE ROADWAY RIGHT OF WAY MUST BE APPROVED AND COORDINATED WITH NCDOT.

5.

SHRUBS AND TREES SHOULD BE SELECTED FROM THE COUNTY'S APPROVED VEGETATION LIST AND PLANTED IN ACCORDANCE WITH COUNTY SPECIFICATIONS.

6.

DUMPSTER AND OTHER TRASH/RECYCLE RECEPTACLES TO BE SCREENED FROM ROADWAY AND ADJACENT PROPERTIES.

7.

COUNTY PERMITS INCLUDING FENCE, SIGN, UPFIT, DEMO AND USE MAY BE REQUIRED AFTER CONCEPT PLAN APPROVAL. OWNER SHOULD WORK WITH COUNTY TO OBTAIN THE NECESSARY PERMITS.

7.

SPECIFIC SITE LAYOUT SHALL BE APPROVED BY COUNTY'S STAFF VIA COUNTY'S PERMIT REVIEW PROCESS. THE LAYOUT DEPICTED IN THIS CONDITIONAL ZONING PLAN IS CONCEPTUAL IN NATURE. OWNER SHALL HAVE THE RIGHT TO MODIFY CONFIGURATION IN ACCORDANCE WITH COUNTY'S ZONING ORDINANCE AND REGULATIONS.

8.

PROPERTY SHALL COMPLY WITH ALL COUNTY ZONING REGULATIONS WITH THE EXCEPTION OF THE CONDITIONS AGREED UPON THROUGH THIS CONDITIONAL ZONING APPROVAL. REFER TO THE AGREED UPON AUTHORIZED DEVIATIONS FROM THE ZONING ORDINANCE FOR DETAILS.

9.

TOPOGRAPHIC SURVEY AND GEOTECHNICAL REPORT WILL BE NECESSARY PRIOR TO DEVELOPMENT OF CONSTRUCTION DOCUMENTS.

10.

NO FILL SHALL BE PLACED WITHIN THE FEMA FLOODPLAIN INCLUDING BOTH EFFECTIVE AND PRELIMINARY AREAS UNLESS APPROVED BY COUNTY AND FEMA.

11.

ANY SITE LIGHTING WILL NEED TO BE APPROVED BY COUNTY.

DEVELOPMENT VISION:

OWNER ENVISIONS PROPERTY AS A GATHERING PLACE FOR LOCAL ARTISANS AND FARMERS TO DISPLAY AND SELL THEIR LOCALLY MADE CRAFTS AND PRODUCE. THE INDOOR ARTISAN MARKET WILL BE OPEN YEAR ROUND. THE OUTDOOR ARTISAN MARKET WILL BE OPEN ON PREARRANGED DAYS AS WEATHER ALLOWS.

THE PROPOSED BUILDING WILL ALSO BE THE HOME OF A DRIVERS EDUCATION SCHOOL FOCUSING ON HELPING PREPARE NEW DRIVERS.

ADJACENT PROPERTY OWNERS		
PARCEL ID	NAME	MAILING ADDRESS
07045015	HONEYCUTT FAMILY FARMS LLC	6510 SECREST SHORTCUT RD, INDIAN TRAIL, NC 28079
07042001	PAUL C & FAITH W LEVERING	5817 WOODY GROVE RD, INDIAN TRAIL, NC 28079
0042003	ARBOR GLEN COMMUNITY ASSOCIATION INC	C/O COMMUNITY ASSOCIATION MANAGEMENT, CHARLOTTE, NC 28271
07042088	FKH SFR PROPCO ALP	C/O FIRSTKEY HOMES LLC, ATLANTA, GA 30339
07042089	VALENTINA POMERLYAN	1021 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042090	REGINALD T JENKINS & MELISSA BROWN-JENKINS	1019 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042091	JOHN MICHAEL & ALICIA PAULSEN VAN HEESCH	1017 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042092	ERVING & ZULMA TORRES	1015 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042093	NIKITA IGOREVICH SAVCHENKO & OLENA PATRISIA HYNKU	1013 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042094	ASSEFA FOLLE & YODIT ADMASU	1011 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042095	MIGUEL A ELCORROBARRUTIA	1009 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042096	GEBREGIRHANE T ASFEHA & ASTER Z GEBRE	1007 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042097	JOHN CHARLES CLARK JR	1855 SAINT THOMAS RD, VISTA, CA 92081
07042098	FRANCIS MARINO JR & ANGELA MARINO	1003 SOUTHWIND TRAIL DR, INDIAN TRAIL, NC 28079
07042139	ARBOR GLEN COMMUNITY ASSOCIATION INC	C/O COMMUNITY ASSOCIATION MANAGEMENT, CHARLOTTE, NC 28271
07021335A	BONTERRA VILLAGE HOMEOWNERS ASSOCIATION INC	2403 BONTERRA BLVD, INDIAN TRAIL, NC 28079
07021335	PINE CREEK LAND COMPANY LLC	PO BOX 219, MARSHVILLE, NC 28103

FIRE TRUCK SPECIFICATIONS



E-ONE Heavy Non Walkin Rescue  
Overall Length 42.017  
Overall Width 8.533  
Overall Body Height 34.0  
Min Body Ground Clearance 20.75  
Track Width 20.75  
Lock-to-lock time 45.00  
Max Wheel Angle 45.00

NORTH (NC GRID NAD83)



SCALE: 1" = 40'

PROJECT DATA	
OWNER:	KEMPO CORPORATION INC.
OWNER CONTACT:	KARMYNE MILTON
OWNER ADDRESS:	4506 STATESVILLE ROAD, CHARLOTTE, NC 28269
OWNER PHONE:	704-605-2124
OWNER EMAIL:	KARMYNEM@YAHOO.COM
APPLICANT:	KEMPO CORPORATION INC.
APPLICANT CONTACT:	KARMYNE MILTON
APPLICANT ADDRESS:	4506 STATESVILLE ROAD, CHARLOTTE, NC 28269
APPLICANT PHONE:	704-605-2124
APPLICANT EMAIL:	KARMYNEM@YAHOO.COM
CIVIL ENGINEER:	JONATHAN S. ROSENAU, P.E., ROSENAU ENGINEERING, PLLC
CIVIL ENGINEER ADDRESS:	4108 ST. JOSEPH DRIVE, INDIAN TRAIL, NC 28079
CIVIL ENGINEER PHONE:	704-893-5482
CIVIL ENGINEER EMAIL:	JONROSENAU@ROSENAUENGINEERING.COM
SITE ADDRESS:	6615 SECREST SHORTCUT ROAD, INDIAN TRAIL, NC
PARCEL ID:	07042002A
LAND DEVELOPMENT AGENCY:	UNION COUNTY
WATER/SEWER AGENCIES:	UNION COUNTY; NCDEQ
STORMWATER MANAGEMENT AGENCY:	NCDEQ
EROSION CONTROL AGENCY:	NCDEQ
DRIVEWAY/ROADWAY AGENCY:	NCDOT
OPEN SPACE REQUIRED:	52,089 SQUARE FEET (@ 10% OF 11,958 ACRES)
OPEN SPACE PROVIDED:	67,120 SQUARE FEET (1.54 ACRES; 12.9%)
IMPROVED OPEN SPACE PROVIDED:	26,630 SQUARE FEET (0.61 ACRES; 5.1%)
TREE CONSERVATION AREA REQUIRED:	NONE
TREE CONSERVATION AREA PROVIDED:	NONE
HERITAGE TREES:	NONE
CURRENT ZONING:	RESIDENTIAL (R-20)
PROPOSED ZONING:	GENERAL COMMERCIAL (B-4)
EXISTING USE:	NONE
PROPOSED USE:	OFFICE (DRIVERS EDUCATION) & FLEA MARKET (ARTISAN MARKET)
TOTAL PROPERTY AREA:	11,958 ACRES (520,890 SQ. FT.)
REQUIRED RIGHT-OF-WAY DEDICATION:	50 FOOT FROM CENTERLINE OF RIGHT-OF-WAY
RIGHT-OF-WAY DEDICATION:	0.44 AC (19,052 SQ-FT)
MINIMUM LOT SIZE:	NO MINIMUM
MINIMUM LOT WIDTH:	NO MINIMUM
MINIMUM STREET SETBACK:	40 FEET
MINIMUM SIDE SETBACK:	20 FEET
MINIMUM REAR SETBACK:	40 FEET
MAXIMUM BUILDING HEIGHT:	50 FEET
PROPOSED BUILDING HEIGHT:	20 FEET
PROPOSED BUILDING SIZE:	9,600 SQUARE FEET (7,200 SF FLEA MARKET; 2,400 SF OFFICE)
MAXIMUM ALLOWED PARKING:	25% ABOVE MINIMUM REQUIRED 55 SPACES x 125% = 69 SPACES
MINIMUM REQUIRED PARKING: (*REFERENCING CITY OF MONROE UDO TABLE 8.4.1 FOR MARKETS & PRODUCE STANDS)	2 SPACES PER 1,000 SF MARKET AREA* 23,500 SF x 2 SPACE/1,000 SF = 47 SPACES* 1 SPACE PER 300 SF OFFICE 2,400 SF OFFICE x 1 SPACE/300 SF = 8 SPACES 47 SPACES* + 8 SPACES = 55 TOTAL SPACES
PROPOSED PARKING:	62 SPACES (WITH AT LEAST 3 ACCESSIBLE SPACES)
MINIMUM PARKING SPACE DIMENSIONS:	9'x19'
PROPOSED PARKING SPACE DIMENSIONS:	9'x19'
MINIMUM LOADING SPACES REQUIRED:	NONE
MINIMUM STREET FRONTAGE LANDSCAPING:	S1 SCREENING (10 FOOT WIDE; 3 FT TALL HEDGE WITH 1 TREE EVERY 50 FEET)
MINIMUM PERIMETER PARKING LOT LANDSCAPING:	S1 SCREENING (10 FOOT WIDE; 3 FT TALL HEDGE WITH 1 TREE EVERY 50 FEET)
MINIMUM INTERIOR PARKING LOT LANDSCAPING:	1 SHADE TREE & 4 SHRUBS PER 10 SPACES; LANDSCAPE ISLANDS 150 SF & 8 FOOT WIDTH; LANDSCAPE ISLAND EVERY 10 SPACES
MINIMUM LAND USE BUFFER:	S2 SCREENING (10 FOOT WIDE; 6 FT TALL HEDGE WITH 1 TREE EVERY 40 FEET)
ADDITIONAL LAND USE BUFFER:	10 FOOT NATURAL ALONG NORTHERN PROPERTY LINE ABUTTING RESIDENTIAL HOMES
MAJOR RIVER BASIN:	YADKIN
WATERSHED:	CROOKED CREEK
STREAMS:	NORTH FORK CROOKED CREEK TRIBUTARY B
PROPOSED STREAM IMPACTS:	NONE
STREAM BUFFER:	100 FOOT
FEMA FLOOD ZONE:	ZONE AE; CID 370234 PANEL 5418; PRELIMINARY DATE: MARCH 31, 2023
PROPOSED FLOODPLAIN IMPACTS:	TEMPORARY UTILITY CONSTRUCTION ONLY
STORMWATER MANAGEMENT:	ATTENDATE 2; 10' AND 50' YEAR STORM EVENTS
STORMWATER TREATMENT:	TREAT 1-INCH PER NCDEQ REQUIREMENTS
EXISTING IMPERVIOUS:	NONE
PROPOSED IMPERVIOUS:	52,000 SQUARE FEET (1.19 ACRES; 10.00%)
PROPOSED DISTURBED AREA:	172,000 SQUARE FEET (3.95 ACRES; 33.02%)
WASTEWATER TREATMENT PLANT:	TWELVE MILE CREEK
DOMESTIC WATER:	UNION COUNTY WATER
SUNFLOWER PROTECTION:	SUNFLOWER IDENTIFICATION SURVEY NOT REQUIRED



July 11, 2025

Mehmet Ilik  
ilikmehmet00@gmail.com

**RE: Impact Study – Proposed Flea Market (Artisan Market) and Office Building, Secrest Short Cut Road, Union County, NC.**

Dear Mr. Ilik:

At your request, we have prepared a summary of our findings relating to an impact study of surrounding developments for a proposed flea market and office building development. The study evaluates real estate transactions for comparable properties near the same or a similar use elsewhere to determine if the development will harm property values.

Our analysis focuses on whether the proposed development will injure the value of surrounding property. To determine the impact, if any, the consultant focuses research on a neighborhood overview as well as an analysis on the proposed development's conformity with the surrounding neighborhood. We then research similar developments with adjacent or nearby sales and then compare those sales to similar sales further away. This attempts to isolate any potential influence from the development.

In order to assess conformity with the surrounding neighborhood, we have researched the future land use plan for the subject's neighborhood and nearby proposed developments.

We also compare sales on adjacent properties to those for non-adjacent properties and then analyze the results. It is noted that when selecting data to analyze, we select comparable developments that also include a flea market development. We have also selected other more intensive commercial uses such as car washes and collision centers. The best available data was selected and included in this study.



## PROPOSED DEVELOPMENT

The subject property will be a Flea/Artisan Market and Office Building on an 11.859-acre tract at 6615 Secrest Short Cut Road in Indian Trail, Union County, NC. The property is currently mostly vacant except for a Duke Energy Power Tower and a 150' wide easement bisects the property.

The property is planned for a 9,600 square foot indoor artisan market to include a 7,200 square foot flea market and a 2,400-square-foot office area to be used for a driving school. It will have 63 spaces for parking.

Currently the closest homes are 90 feet away or more from the property line. The development includes a 10-foot natural buffer followed by a 10-foot screening buffer including 6' hedges and trees every 40 feet. The proposed outdoor parking and the outdoor artisan market area are on the other side of the buffers from the homes. The proposed office and market building is over 300 feet away from any homes.

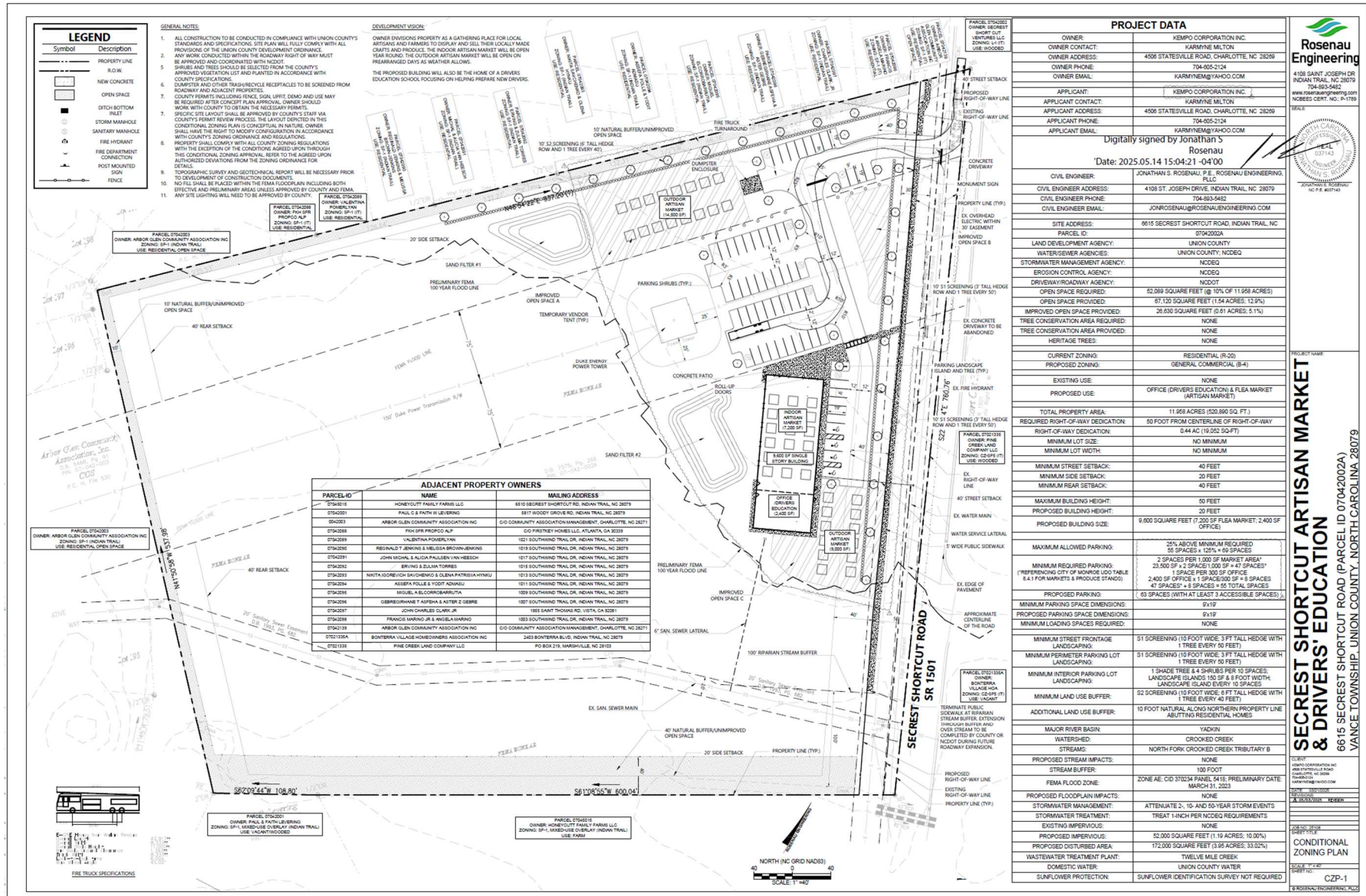
Surrounding uses include vacant farmland, woodland, HOA land and single family homes generally ranging between 1,800 and 3,000 square feet and built in the early 2000's. Recent sales are near \$400,000.

An aerial, site plan, photographs and area map are shown to follow.



AERIAL







**DEVELOPMENT VISION:**

OWNER ENVISIONS PROPERTY AS A GATHERING PLACE FOR LOCAL ARTISANS AND FARMERS TO DISPLAY AND SELL THEIR LOCALLY MADE CRAFTS AND PRODUCE. THE INDOOR ARTISAN MARKET WILL BE OPEN YEAR ROUND. THE OUTDOOR ARTISAN MARKET WILL BE OPEN ON PREARRANGED DAYS AS WEATHER ALLOWS.

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11. ANY SITE LIGHTING WILL NEED TO BE APPROVED BY COUNTY.

PARCEL 07042

### CONDITIONAL ZONING PLAN DETAILS





**FRONTAGE FACING NORTH**



**FRONTAGE FACING SOUTH**



**VIEW OF SITE**



**VIEW OF SITE**



**DUKE POWER TOWER AND SUBJECT INTERIOR**



**REAR OF ADJACENT BOWLING ALLEY AND  
SUBJECT SITE**

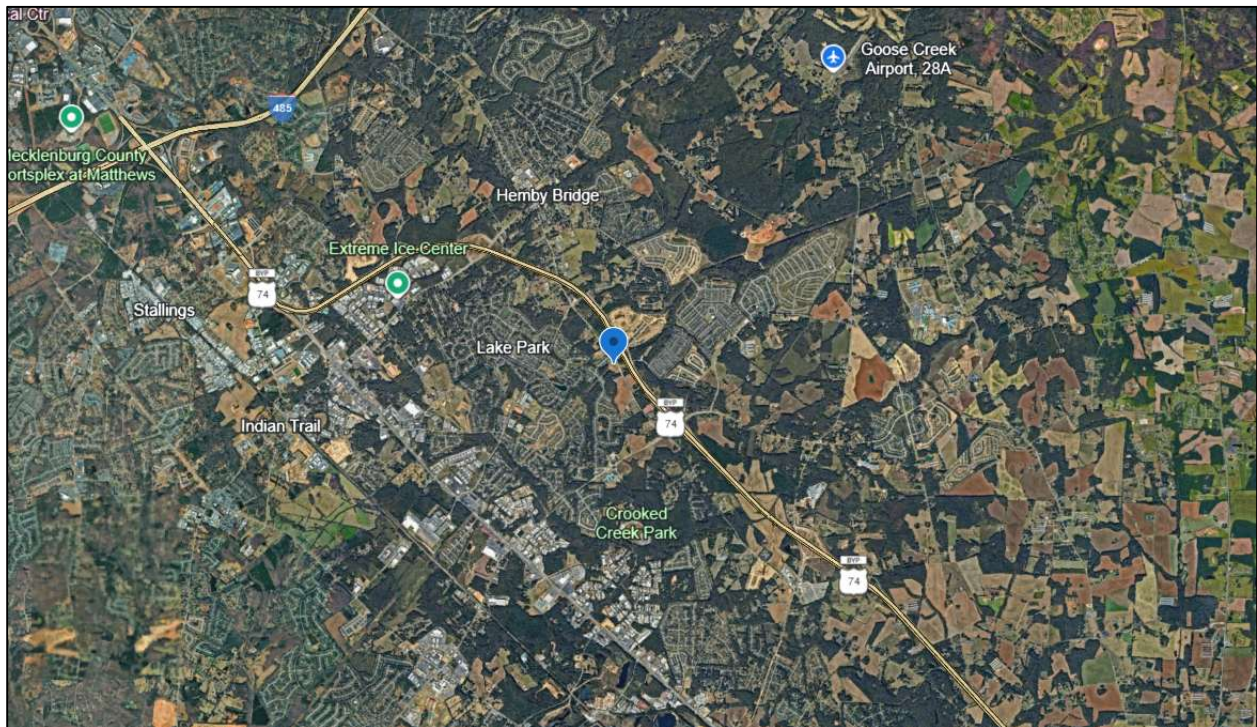




**VIEW OF TYPICAL HOME ADJACENT TO  
SUBJECT**



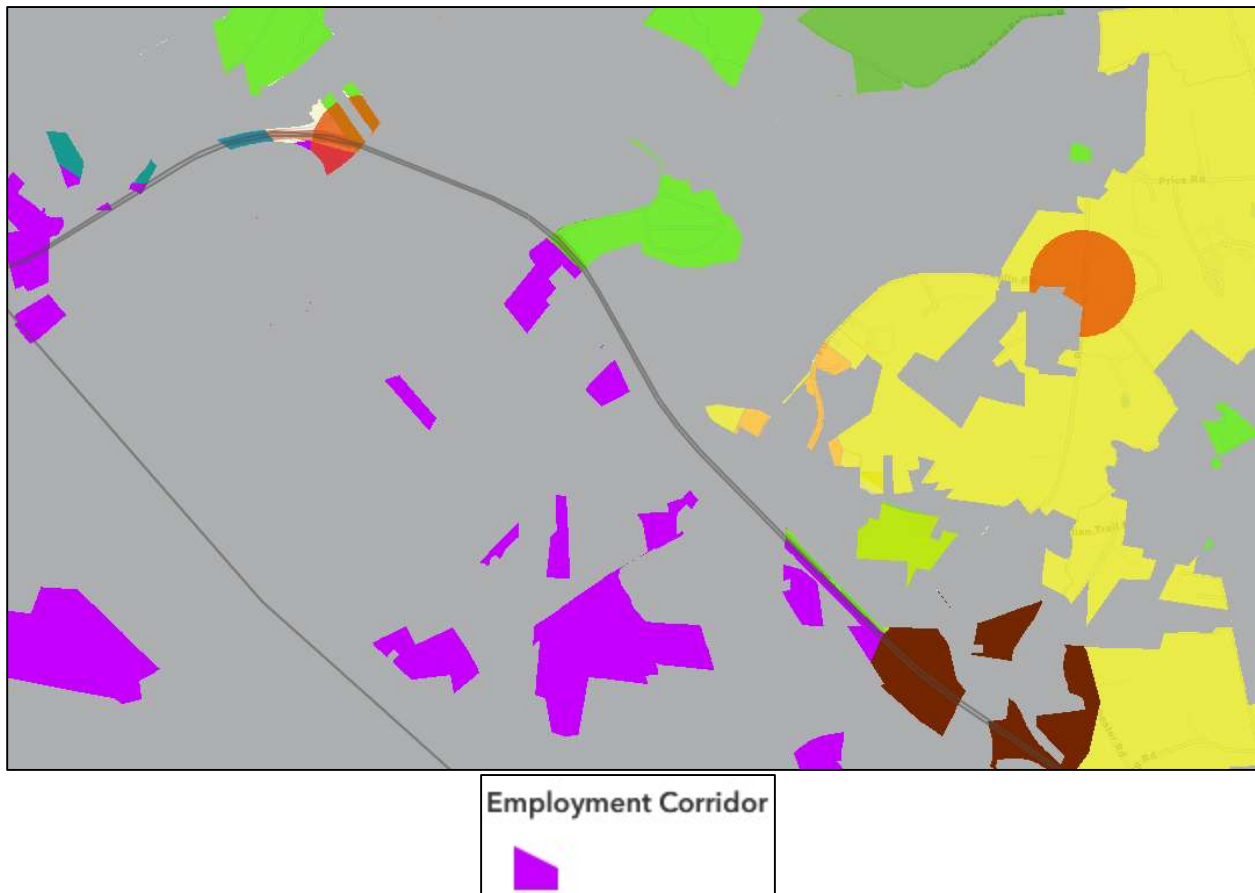
**VIEW OF SITE THROUGH EASEMENT AREA  
FROM ADJACENT NEIGHBORHOOD**



**AREA MAP**

## Union County 2050 Future Land Use Plan

Union County’s 2050 Land Use Plan serves as a guide for land use and development over the next 25 years. The plan will guide decisions affecting physical development and redevelopment within its planning jurisdictions. The close-ups of the subject area highlighted as “Employment Corridor” and are shown to follow.



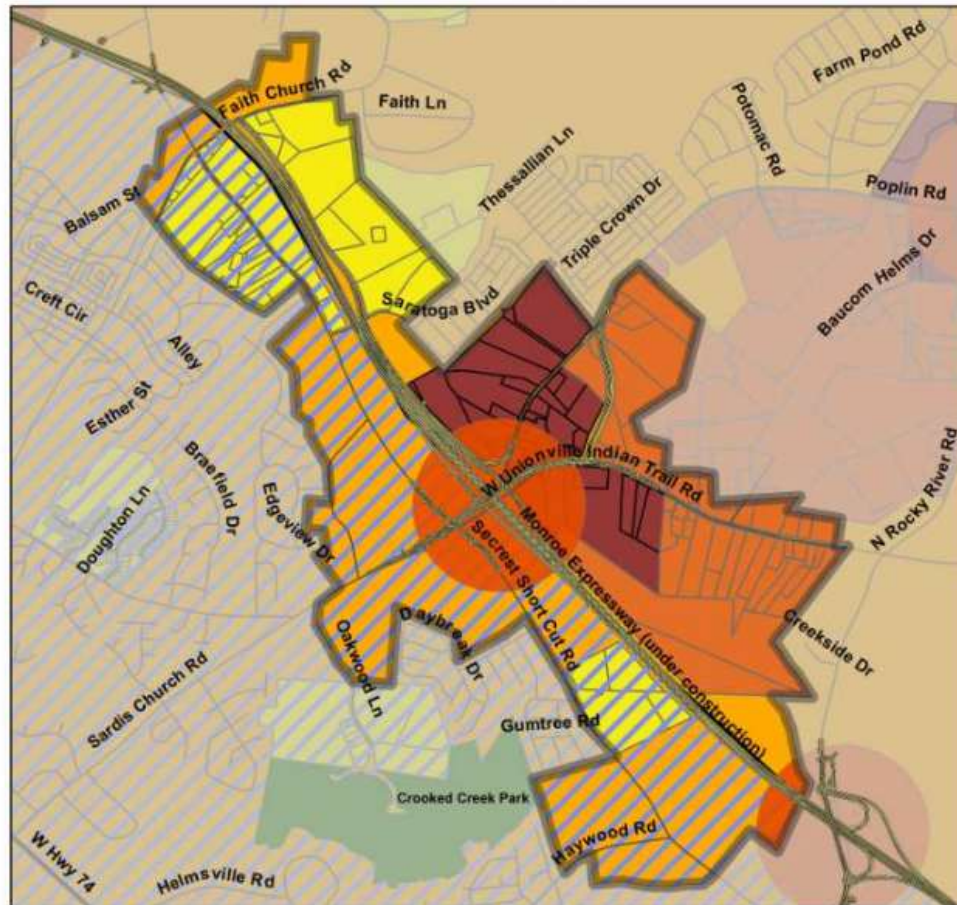
UNION COUNTY 2050 LAND USE MAP



## Secret Short Cut Small Area Land Use Plan

The Secret Short Cut Land Use Plan serves as a guide for land use and development for the subject area. The subject area is highlighted as “Employment Corridor” and/or “Mixed Residential” and are shown to follow.

### Secret Short Cut Small Area Plan Land Use Plans



#### Legend

- Monroe Expressway
- ▭ Study Area Boundary
- ▭ Neighborhood Center - Union County
- ▭ Employment Corridor - Union County
- ▭ Medium Density Residential - Indian Trail
- ▭ Mixed Use - Indian Trail
- ▭ Traditional Neighborhood Devt - Indian Trail
- ▭ Mixed Residential - Union County

Note: The Secret Short Cut Small Area Plan is a joint effort of Indian Trail and Union County to identify land uses and infrastructure most appropriate for the area in light of a significant change in access and mobility due to the proximity of the interchange with the Monroe Expressway.



0 2,000 4,000 Feet



Created on January 4, 2018 by Bjorn E. Hansen, AICP CTP.  
Contact: (704) 283-3690 or bjorn.hansen@co.union.nc.us

### SECREST SHORT CUT SMALL AREA PLAN SHOWING SUBJECT AS AN EMPLOYMENT CORRIDOR AND/OR MIXED-RESIDENTIAL



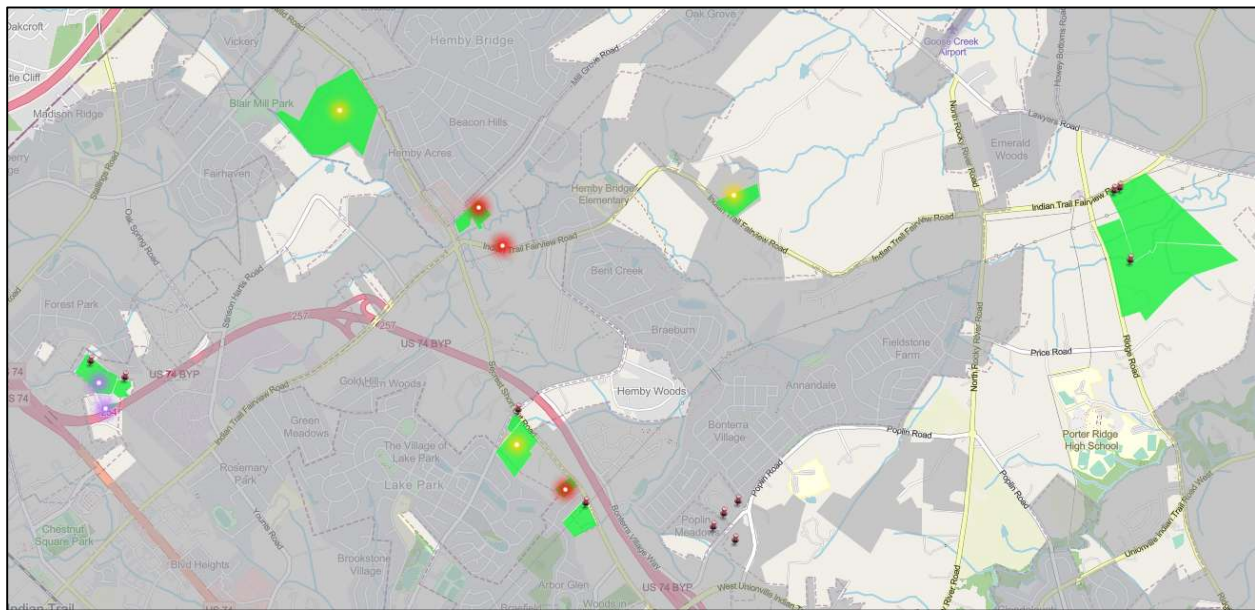
*Future Land Use Plan  
and Small Area Plan  
Conclusions*

The subject is designated for “Employment Corridor and/or “Mixed Residential” development in the plans. The proposed development appears consistent with the land use plans.

**Area Proposed  
and Approved  
Developments**

When evaluating the growth patterns of the subject’s neighborhood, we also consider proposed and approved developments.

Recently a church, a manufacturing plant, a sewer plant and subdivisions were approved in the subject area. Currently, a tow truck lot is proposed northeast of the subject at Secret Short Cut Road and Faith Church Road adjacent to the proposed Enclave, 18-lot subdivision.



**PROPOSED OR APPROVED DEVELOPMENTS NEAR SUBJECT**

*Area Development  
Conclusions*

The subject area is growing, which indicates an increased demand for commercial development in the subject’s immediate neighborhood. Therefore, it is our opinion that the subject’s proposed use conforms with the growth patterns of the subject’s immediate neighborhood.

## **Sales of Properties Near Comparable Developments**

We have analyzed sales in the past years of homes that are abutting a flea market development and sales that are not. The data indicates there is no detrimental impact or loss in value for home values that are closer to the development than similar homes in the same neighborhood. While efforts to include the most similar properties were made, we recognize that there are various influencing characteristics on value, other than location. These characteristics may include size, age and quality/condition. The analysis below intends to provide factual data. The comparable properties and houses were chosen based on their location in relation to one another with no information intentionally removed. The purpose of the analysis was to research the facts, followed by an analysis of the resulting information.

### **Millers Flea Market – 3674 Highway 51, Fort Mill**

This approximate 31,000 square foot indoor flea market also has outdoor areas on over 15 acres. The property has been active as a flea market for decades and is one of the largest in the Charlotte MSA.

Beginning in 2018, Pulte Homes built many single-family homes as part of the McCulloch subdivision. We have researched the homes closest to the flea market and compared them to the homes further away.

The three sales near the flea market ranged from \$119 to \$123 per square foot and the sales away from the flea market ranged from \$105 to \$130 per square foot.

There is no evidence that being near the flea market impacted values negatively. An overview follows.

Sales Closer to Flea Market							
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF	Note
6010 Willow Branch Ct.	2-Apr-18	\$ 399,915	3,320	2018	0.32	\$ 120	60' to property line
6016 Willow Branch Ct.	4-May-18	\$ 366,825	3,080	2018	0.27	\$ 119	60' to property line
6022 Willow Branch Ct.	10-Apr-18	\$ 421,705	3,424	2018	0.36	\$ 123	60' to property line
Average						\$ 121	
Sales Away from Flea Market							
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF	Note
6021 Willow Branch Ct.	29-Nov-20	\$ 524,999	4,238	2020	0.4	\$ 124	150' to property line
6015 Willow Branch Ct.	22-May-18	\$ 434,500	4,135	2018	0.4	\$ 105	250' to property line
6009 Willow Branch Ct.	22-Apr-18	\$ 400,345	3,068	2018	0.36	\$ 130	250' to property line
8908 Gladden Hill Lane	21-Oct-19	\$ 380,455	2,960	2018	0.28	\$ 129	400' to property line
Average						\$ 122	



**AERIAL**  
**RED = FLEA MARKET**  
**BLUE = SALE NEAR FLEA MARKET**  
**GREEN = SALE AWAY FROM FLEA MARKET**

As part of our analysis, we also examine sales around other uses most similar to flea markets and offices as we could research.

**6415 Wilkinson Boulevard  
– AquaWave Car Wash**

This 5,120 square foot car wash was built in 2015 and is a full service drive thru. The four sales near the car wash ranged from \$234 to \$355 per square foot and the sales away from the car wash ranged from \$195 to \$317 per square foot. There is no evidence that being near the development impacted values negatively.

Sales Near Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
114 Live Oak Ave.	19-Aug-22	\$ 215,000	844	1920	0.18	\$ 255
114 Live Oak Ave.	25-Apr-24	\$ 269,000	844	1920	0.18	\$ 319
114 Live Oak Ave.	2-Aug-24	\$ 283,000	844	1920	0.18	\$ 335
108 Live Oak Ave.	19-Jul-24	\$ 170,000	727	1920	0.18	\$ 234
Sales Away from Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
113 Rankin St.	25-May-23	\$ 245,000	864	1920	0.17	\$ 284
109 Rankin St.	9-Mar-21	\$ 250,000	1344	1920	0.2	\$ 186
105 Rankin St.	13-Feb-24	\$ 275,500	869	1920	0.18	\$ 317
101 Rankin St.	8-Feb-22	\$ 295,000	1512	1920	0.2	\$ 195





**AERIAL**  
**RED = CAR WASH**  
**BLUE = SALE NEAR CAR WASH**  
**GREEN = SALE AWAY FROM CAR WASH**

**1817 E. Franklin Boulevard  
– Sams Xpress Car Wash**

This 3,993 square foot car wash is west of the subject and was built in 2016 and is a full-service drive thru. The two sales near the car wash ranged from \$126 to \$134 per square foot and the sales away from the car wash ranged from \$71 to \$169 per square foot. There is no evidence that being near the car wash impacted values negatively.

Sales Near Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
1918 Country Club Rd.	6-Aug-24	\$ 350,000	2616	1938	1.28	\$ 134
2008 Country Club Rd.	18-Feb-22	\$ 299,000	2381	1935	0.57	\$ 126
Sales Away from Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
225 Ridge Lane	29-Jul-24	\$ 445,000	3703	1951	0.69	\$ 120
1841 Country Club Rd.	18-Mar-20	\$ 175,000	2455	1925	0.56	\$ 71
1740 Montclair Ave.	2-Oct-20	\$ 550,000	5303	1962	1.04	\$ 104
1712 Montclair Ave.	19-May-20	\$ 235,000	2898	1966	0.46	\$ 81
1701 Montclair Ave.	11-Apr-25	\$ 330,000	2712	1964	0.39	\$ 122
1705 Montclair Ave.	8-Jul-20	\$ 201,000	1972	1958	0.35	\$ 102
1825 Montclair Ave.	24-Jun-21	\$ 315,000	1869	1969	0.42	\$ 169





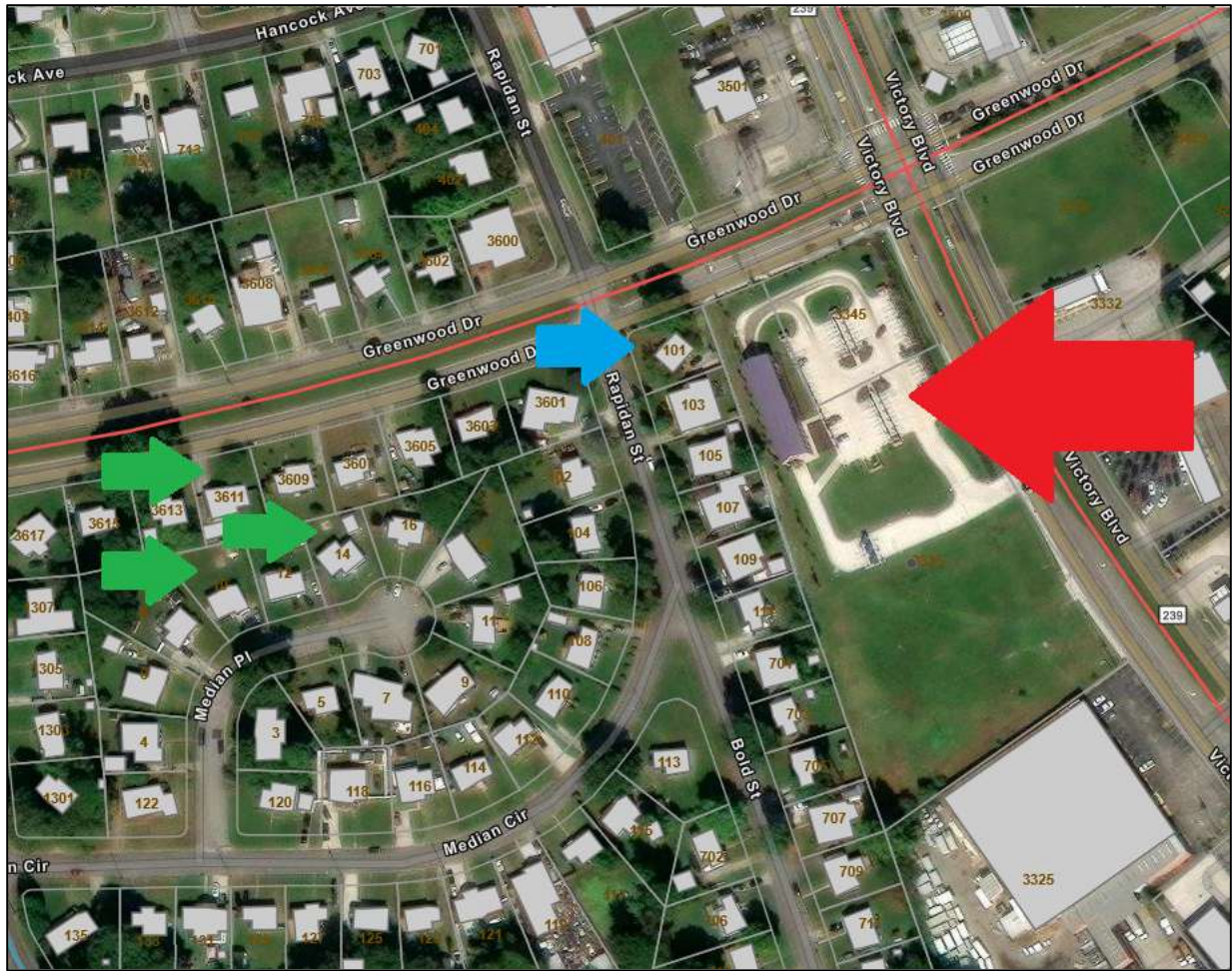
**AERIAL**  
**RED = CAR WASH**  
**BLUE = SALE NEAR CAR WASH**  
**GREEN = SALE AWAY FROM CAR WASH**

**3335 Victory Boulevard in  
Portsmouth, Virginia**

This is a similar RipTide car wash that was developed recently in Portsmouth, Virginia. It has homes in the rear. This 4,175 square foot car wash is a full service drive thru. The home sale directly behind the car wash sold for \$210,000 or \$233 per square foot. Three other sales not near the car wash sold for between \$180,000 and \$210,000 and \$175 to \$217 per square foot. There is no evidence that being near the car wash impacted values negatively.

Sales Near Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
101 Rapidan St	11-Sep-23	\$ 210,000	900	1960	0.18	\$ 233
Sales Away from Car Wash						
Address	Date	Price	Size (SF)	Year Built	Acre	Price/SF
3611 Greenwood Dr.	20-Apr-23	\$ 210,000	1200	1940	0.18	\$ 175
18 Median Pl.	7-Sep-22	\$ 180,000	900	1942	0.27	\$ 200
10 Median Pl.	25-Oct-22	\$ 185,000	852	1940	0.21	\$ 217



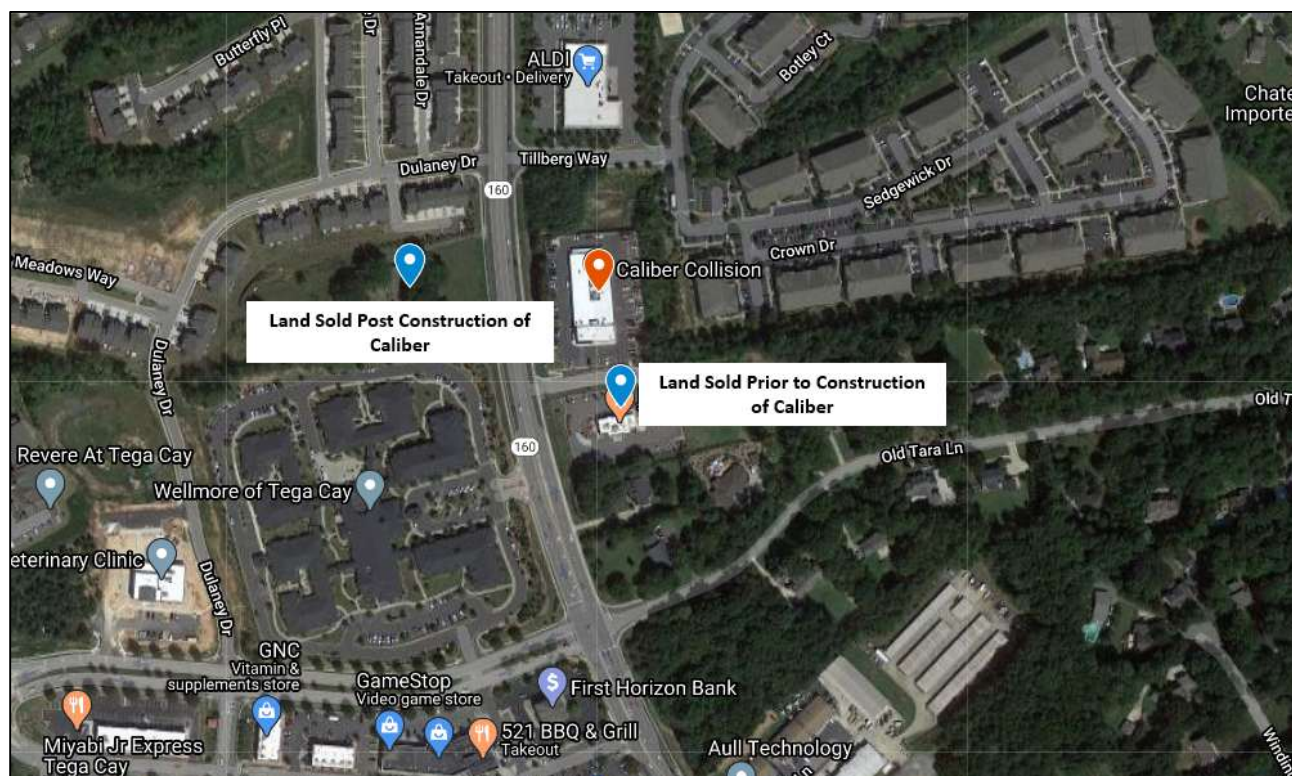


**AERIAL**  
**RED = CAR WASH**  
**BLUE = SALE NEAR CAR WASH**  
**GREEN = SALE AWAY FROM CAR WASH**

## Additional Sales Adjacent to Commercial Development

We also researched sales of properties abutting comparable developments versus sales of properties not abutting comparable developments as well as sales of properties before and after the construction of a comparable development. There were limited available sales abutting comparable developments near the subject's market and the best available data is included below. The first set of sales includes two parcels of commercial land that neighbor a Caliber Collision constructed in Fort Mill in 2018. The sales data shows there was no reduction in price per acre for neighboring commercial land after the construction of the Caliber Collision.

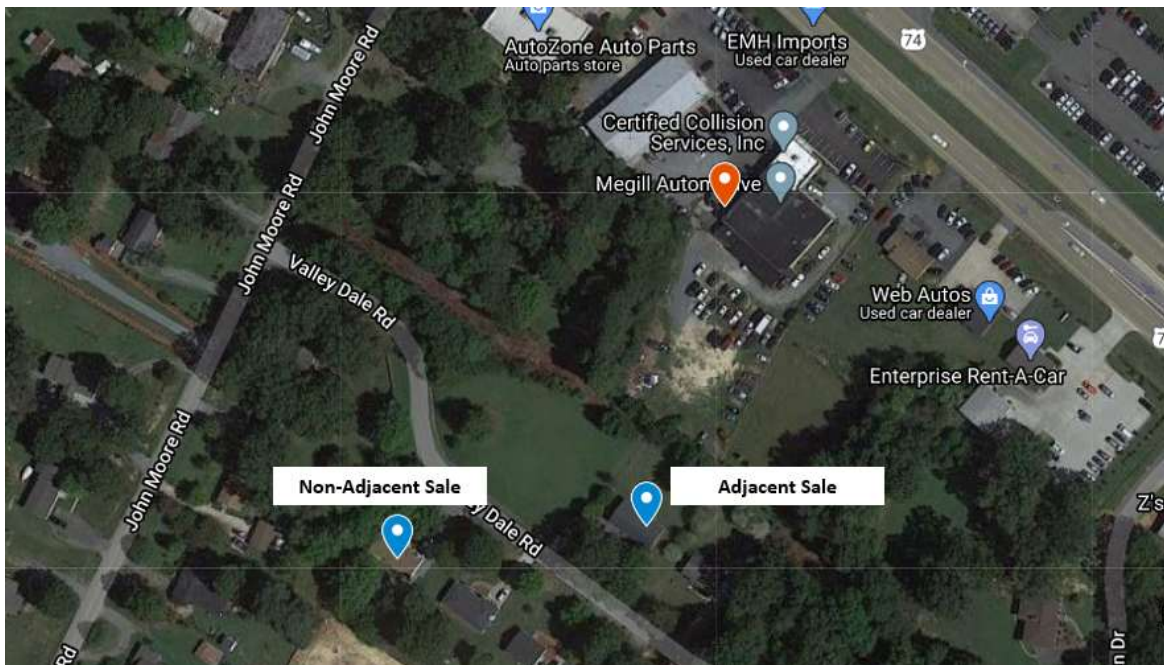
<b>2540 Highway 160 W</b> <b>Parcel: 6500000662</b> <b>Built in 2018</b>					
	<b><u>Parcel:</u></b>	<b><u>Date</u></b>	<b><u>Price</u></b>	<b><u>Size</u></b>	<b><u>\$/Acre</u></b>
Sale prior to Construction of Caliber	6440101556	8/19/2016	\$872,500	2.83	\$308,195
Sale after Construction of Caliber	6500000032	11/2/2018	\$830,000	2.44	\$340,164





The second set of sales analyzed includes two residential properties. One sale was located adjacent to Certified Collision Services in Monroe and the second sale was a comparable dwelling that was not located adjacent to the Certified Collision Services. The sales did not show a decrease in value for being located adjacent to the automotive property. We recognize that there are various influencing characteristics on value, other than location. These characteristics may include size, age, and quality/condition.

<b>Certified Collision Services</b> <b>3215 W Roosevelt Boulevard, Monroe</b> <b>Parcel: 09298097</b>						
	<b>Parcel:</b>	<b>Date</b>	<b>Price</b>	<b>Year Built</b>	<b>Size</b>	<b>\$/SF</b>
Sale Adjacent:	09298103	9/5/2018	\$137,000	1965	1,042	\$131.48
Sale Non-Adjacent:	09298112	10/16/2019	\$160,000	1971	1,350	\$118.52



### **Additional General Research Regarding Impacts of Commercial Development**

We also researched a study of the impacts of commercial development on surrounding residential property values conducted by Jonathan A. Wiley, Ph.D., Associate Professor in the Department of Real Estate at Georgia State University. His study found that while retail developments may impact an initial negative price impact (typically during construction), following the completion of a new retail development, there is a sharp upward trend in surrounding residential property values within a 0.75-mile radius. Therefore, his study concluded that residential properties in an area slated for new retail development, overall sell at a significant premium compared to the residential properties that were outside of the 0.75-mile radius. The article goes on to say that while homeowners and brokers may have strong opinions to the contrary, the research concluded in his study did not find substantive evidence to support an overall or long-term negative impact on surrounding residential properties as a result of commercial development.

## **IMPACT STUDY CONCLUSIONS**

As discussed in previous sections, the subject's proposed development is consistent with the neighborhood and in conformity with the projected growth patterns based on Future Land Use Plans. We also consider the neighboring residential properties and the potential impact, if any, to the residential properties. Based on data analyzed in the impact analysis, there is no detrimental impact on neighboring properties, and the use conforms to the neighborhood.

The data outlined above includes an analysis of existing development and growth patterns for the subject's neighborhood as well as a comparable summary of sales of properties abutting comparable developments. The analysis above intends to provide factual data gathered from the subject and surrounding markets. The purpose of the analysis was to

research the facts, followed by an analysis of the resulting information.

Sincerely yours,

**T. B. HARRIS, JR. & ASSOCIATES**

A handwritten signature in black ink, appearing to read "Bjaffin" or similar, written in a cursive style.

Benjamin H. Curran, MAI

## **ADDENDA**

**CERTIFICATION OF THE APPRAISER**

I, Benjamin H. Curran, certify that, to the best of my knowledge and belief,

1. The statements of fact contained in this report are true and correct.
2. The reported analyses, opinions, and conclusions are limited only by the reported assumptions and limiting conditions and are my personal, impartial, and unbiased professional analyses, opinions, and conclusions.
3. I have no present or prospective interest in the property that is the subject of this report and no personal interest with respect to the parties involved.
4. I have performed no services, as an appraiser or in any other capacity, regarding the property that is the subject of this report within the three-year period immediately preceding acceptance of this assignment.
5. I have no bias with respect to the property that is the subject of this report or to the parties involved with this assignment.
6. My engagement in this assignment was not contingent upon developing or reporting predetermined results.
7. My compensation for completing this assignment is not contingent upon the development or reporting of a predetermined value or direction in value that favors the cause of the client, the amount of the value opinion, the attainment of a stipulated result, or the occurrence of a subsequent event directly related to the intended use of this appraisal.
8. The reported analyses, opinions, and conclusions were developed, and this report has been prepared, in conformity with the *Uniform Standards of Professional Appraisal Practice*.
9. As of the date of this report, I have completed the continuing education program for Designated Members of the Appraisal Institute.
10. The reported analyses, opinions, and conclusions were developed, and this report has been prepared, in conformity with the requirements of the *Code of Professional Ethics and Standards of Professional Practice* of the Appraisal Institute.
11. The use of this report is subject to the requirements of the Appraisal Institute relating to review by its duly authorized representatives.
12. I have made a personal inspection of the property that is the subject of this report.
13. No one provided significant real property appraisal assistance to the person(s) signing this certification other than those individuals having signed the attached report.



Benjamin H. Curran, MAI  
(NC State Certified General Real Estate Appraiser # A7120)  
(SC State Certified General Real Estate Appraiser #6879)

July 11, 2025

Date



**QUALIFICATIONS OF THE APPRAISER*****Benjamin H. Curran, MAI***

**T.B. Harris, Jr. & Associates  
1125 E. Morehead Street, Ste. 202  
Charlotte, North Carolina 28204  
(704) 334-4686**

---

**EDUCATION AND CREDENTIALS**

- **University of South Carolina**

Bachelor of Arts Degree in Finance and Real Estate 2001 - 2005

**North Carolina Real Estate Education, Inc.**

R-1 -	Introduction to Real Estate Appraisal, 2005
R-2 -	Valuation Principles and Procedures, 2006
R-3 -	Applied Residential Property Valuation, 2006
USPAP	Uniform Standards of Professional Appraisal Practice, 2006
G1 -	Introduction to Income Property Appraisal, 2007
G2 -	Advanced Income Capitalization, 2007
G3 -	Applied Income Property Valuation, 2007

- **Appraisal Institute**

Advanced Concepts & Case Studies, 2014  
General Demonstration Report-Capstone, 2014  
General Demonstration Report Writing, 2014  
Advanced Internet Search Strategies, 2013  
Advanced Sales Comparison & Cost Approaches, 2011  
Advanced Income Capitalization, 2010  
General Appraiser Report Writing and Case Studies, 2010  
General Market Analysis and Highest and Best Use, 2009  
Business Practices and Ethics, 2008

- **Confirmed Expert Witness for Real Estate Appraisal**

Mecklenburg County  
Cumberland County  
Rowan County

**AFFILIATIONS AND ACTIVITIES**

- South Carolina Certified General Real Estate Appraiser, 2011 to present, License No. 6879
- North Carolina Certified General Real Estate Appraiser, 2009 to present, License No. A7120
- Member Appraisal Institute # 498545
- North Carolina State Registered Trainee, 2006 to 2009, Certificate No. T4475

**RELATED EXPERIENCE**

- **T.B. Harris, Jr. & Associates** Charlotte, North Carolina  
July 2009-Present – Appraiser, participating in all aspects of the appraisal process.
- **T.B. Harris, Jr. & Associates** Charlotte, North Carolina  
May 2006-June 2009 – Registered trainee, participating in all aspects of the appraisal process.

**RESEARCH EXPERIENCE**

A partial list of types of properties appraised include:

Apartment Complexes  
 Childcare Facilities  
 Churches  
 Condemnation Cases  
 Condominiums (Office and Flex)  
 Convenience Stores  
 Drugstores  
 Fast-Food Restaurants  
 Industrial Properties  
 Institutional Properties  
 Medical Office Properties  
 Mini-Storage Facilities  
 Mixed-Use Properties  
 Office Properties  
 Restaurants  
 Retail Buildings  
 Shopping Centers  
 Service Stations  
 Takings and Rights-of-Way Acquisitions

Townhouse Complexes  
Vacant Land  
Veterinary Clinics  
Hotels

**CLIENTELE**

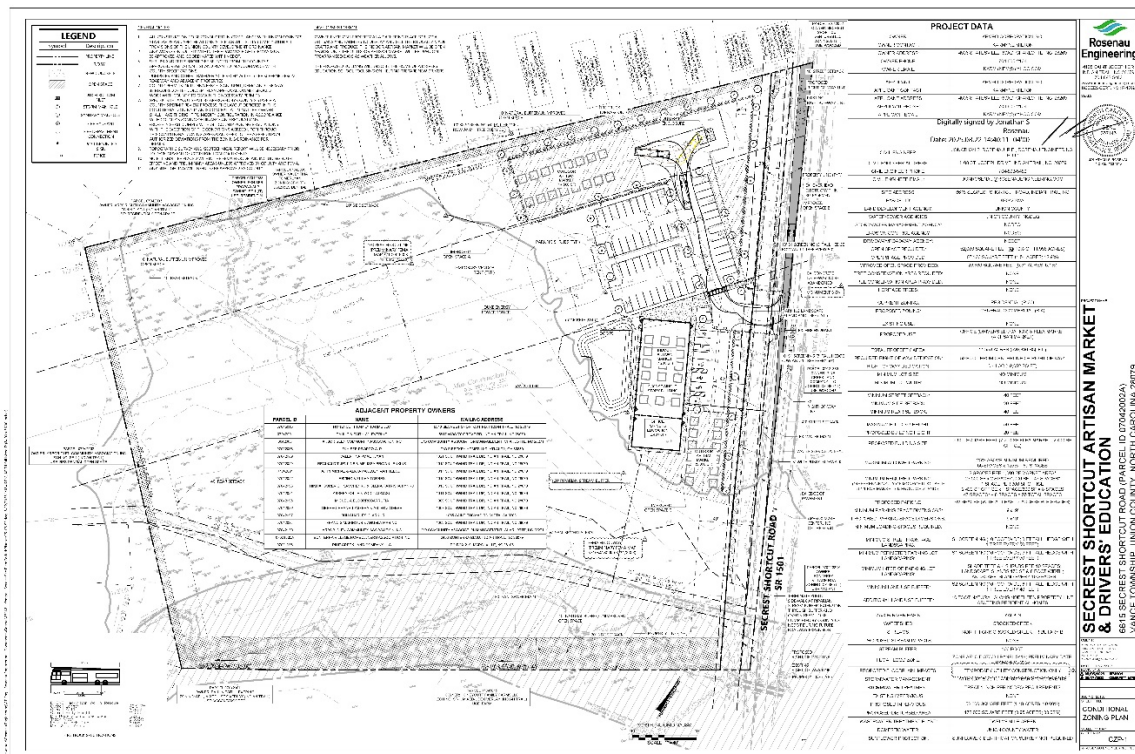
Attorneys, Investors, and Individuals  
Bank of America  
Bissell Hayes  
Branch, Banking & Trust (BB&T)  
Catawba Lands Conservancy  
Central Carolina Bank  
Charlotte Douglas International Airport  
Citizens Financial Group, Inc.  
City of Charlotte  
Duke Energy Company  
First Charter Bank  
GVA Lat Purser & Associates Incorporated  
Lincoln Harris  
RBC Centura Bank  
Regions Bank  
SouthTrust Bank  
Statesville Regional Airport  
Wachovia Corporation

**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 Secret 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.

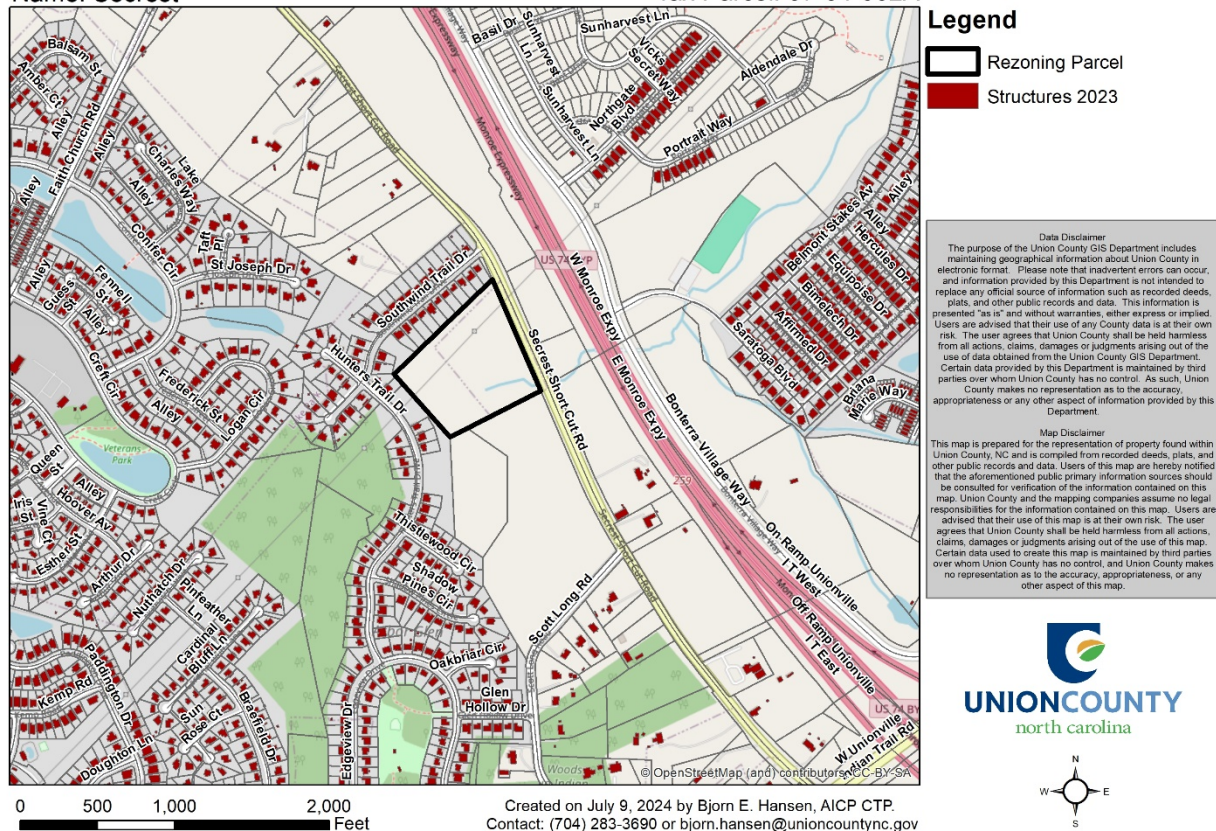
## Development Status

Petition: 2024-CZ-005

Name: Secrest

Size: 12.398 acres

Tax Parcel: 07-04-002A



**Environmental Features:** There is a stream and significant amount of floodplain on the site. The current flood plain 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.

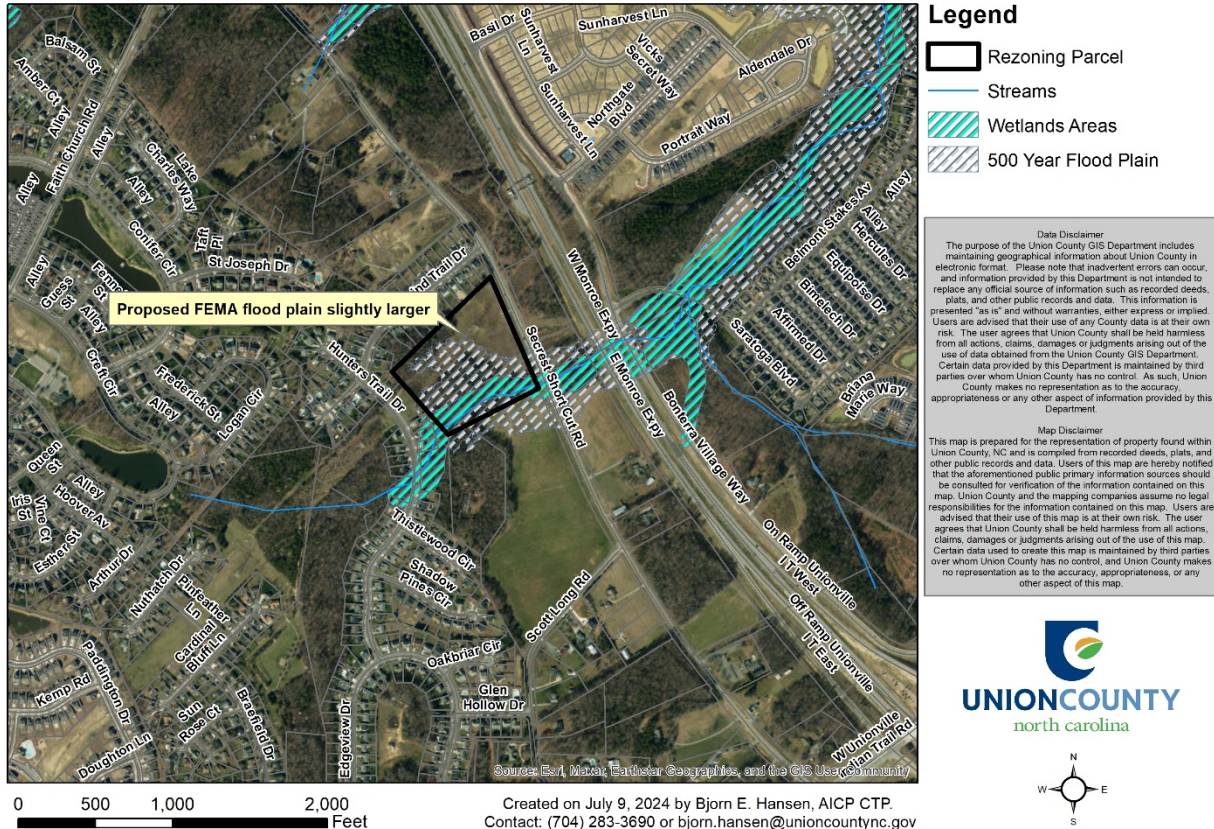
## Environmental Features

Petition: 2024-CZ-005

Name: Secrest

Size: 12.398 acres

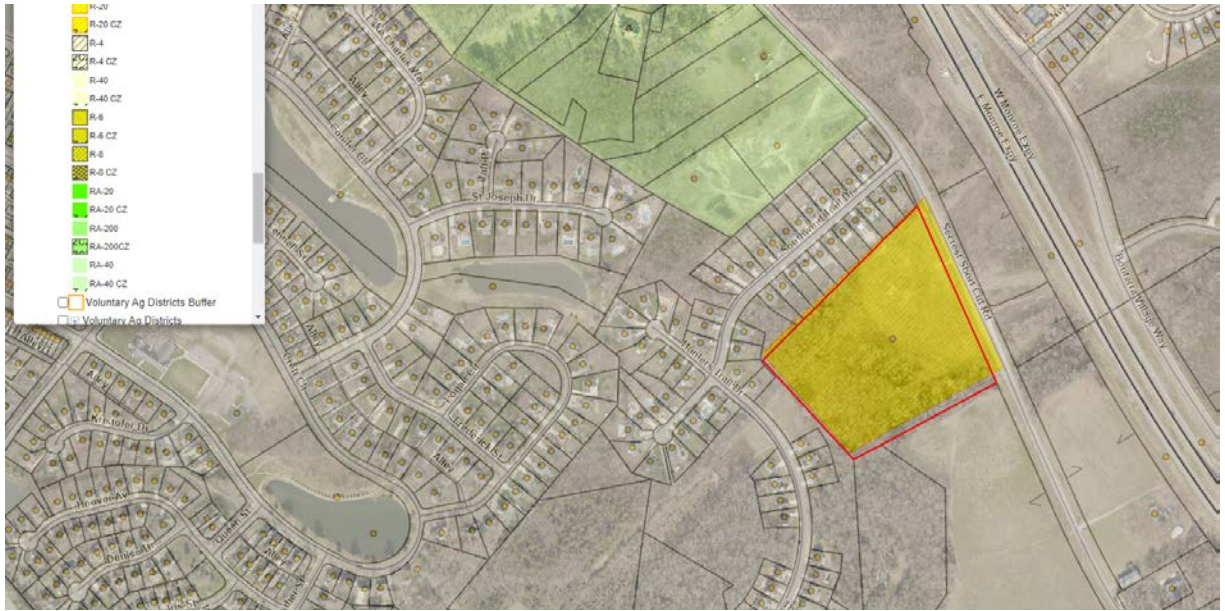
Tax Parcel: 07-04-002A



**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 Secret Short Cut 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 Short Cut Road carries approximately 11,500 vehicles per day in 2023, up from a COVID era 9,100 vehicles per day shown in the following map. There are no funded road improvements in the vicinity of the proposed rezoning.

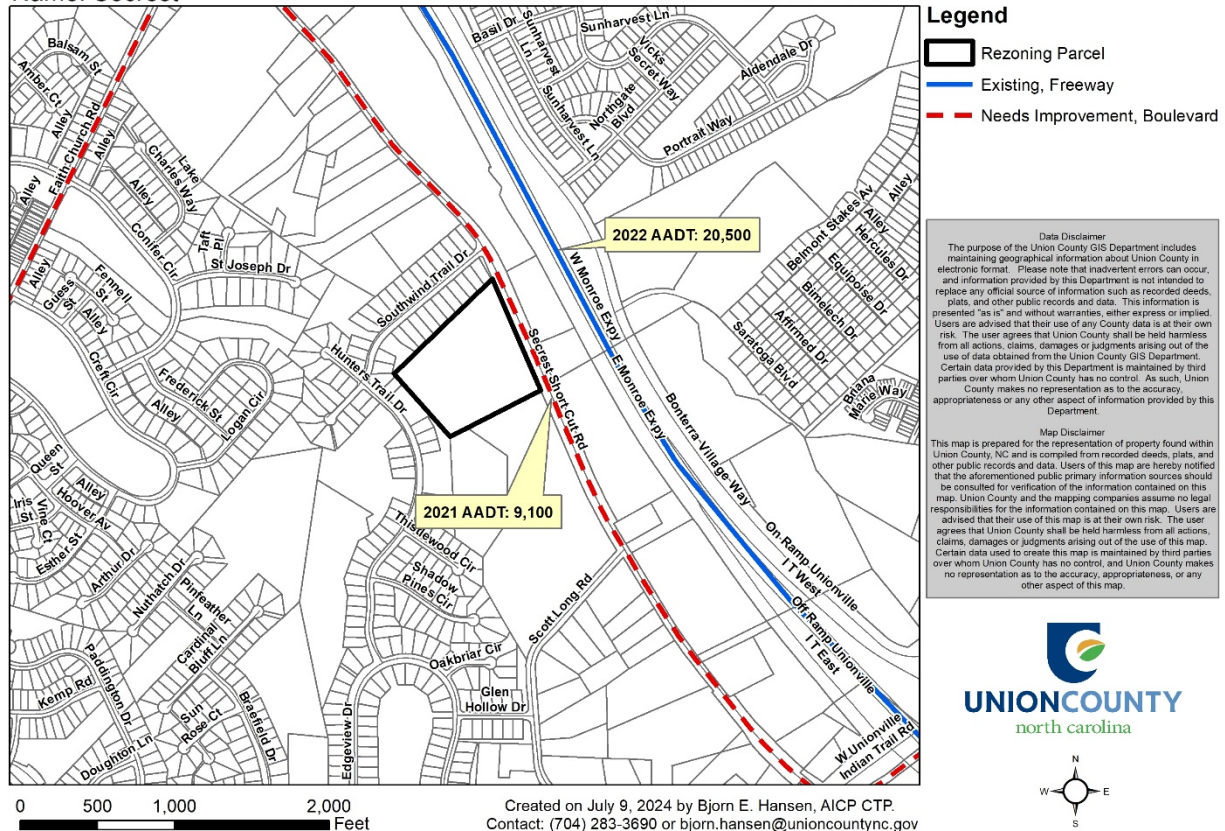
## Transportation

Petition: 2024-CZ-005

Name: Secret

Size: 12.398 acres

Tax Parcel: 07-04-002A



## 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.

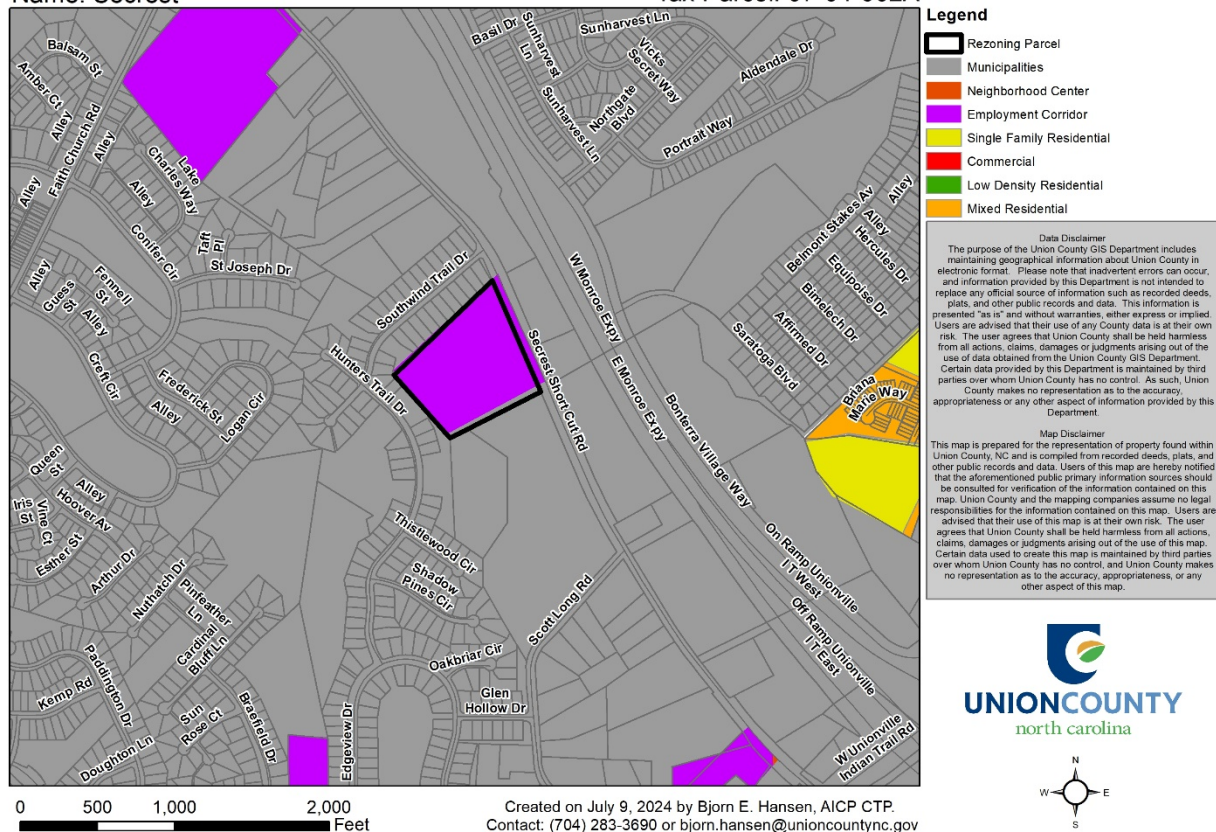
## Land Use Map

Petition: 2024-CZ-005

Name: Secrest

Size: 12.398 acres

Tax Parcel: 07-04-002A



## 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 Short Cut 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 Secret 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.*

#### Land Use Board Recommendation

The Land Use Board is scheduled to review this proposed rezoning at its October 21, 2025 meeting.

#### 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 drivers 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.**

**From:** [Brandi Deese](#)  
**To:** [Bjorn Hansen](#); [Cheri Clark](#); [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut  
**Date:** Friday, July 12, 2024 11:00:15 AM  
**Attachments:** [image001.png](#)  
[image002.png](#)

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Good Morning Bjorn –

Thank you for sharing and allowing us to comment. 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. Thank you!

[Microsoft Word - Secrest Short Cut Road Small Area Plan - Adopted \(10.15.2018\).docx \(indiantrail.org\)](#)

[Comprehensive Town Plan | Indian Trail, NC](#)



Brandi C. Deese, MPA, AICP, CNU-A  
Planning Director

Town of Indian Trail  
315 Matthews-Indian Trail Road  
PO Box 2430  
Indian Trail, NC 28079

**Office:** 704-821-5401  
**Email:** [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
[Development Projects Page](#)

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**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Wednesday, July 10, 2024 10:28 AM  
**To:** Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>; Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>; [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

Here are both. One is a JPEG map and the other is a PDF site plan.

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)

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**From:** Brandi Deese [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
**Sent:** Wednesday, July 10, 2024 10:27 AM  
**To:** Bjorn Hansen [bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov); Cheri Clark [cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov); [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

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Good Morning Bjorn –

The second attachment would not pull up correctly . . . could you resend? Thank you!



Brandi C. Deese, MPA, AICP, CNU-A  
Planning Director

Town of Indian Trail  
315 Matthews-Indian Trail Road  
PO Box 2430  
Indian Trail, NC 28079

**Office:** 704-821-5401  
**Email:** [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
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**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Tuesday, July 9, 2024 3:26 PM  
**To:** Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>; Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>; [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** Proposed rezoning on Secrest Short Cut

Good afternoon,

We have a proposed flea market and driving school on Secrest Short Cut and want to include municipal comments as part of our staff report. Please let me know what comments you may have by early August.

Thanks,

Bjorn

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)



**Union County Government**  
500 North Main Street, Suite 70  
Monroe, NC 28112

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**From:** [Kevin Pressley](#)  
**To:** [Bjorn Hansen](#); [Cheri Clark](#); [Brandi Deese](#)  
**Subject:** Re: Proposed rezoning on Secrest Short Cut  
**Date:** Wednesday, July 10, 2024 11:43:31 AM  
**Attachments:** [image001.png](#)  
[image002.png](#)

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Bjorn

Thanks for reaching out

We really appreciate your willingness to involve surrounding municipalities for input as it will definitely effect all of us

As far as Hemby Bridge, we have experienced numerous requests for commercial zoning in the past couple of years, which has force 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

Thanks again

Kevin

[Sent from the all new AOL app for iOS](#)

On Wednesday, July 10, 2024, 11:03 AM, Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)> wrote:

It would be a school for student drivers, so assume teenagers. The configuration for the building has not been determined. That will be a site plan review question. And the S2 (trees and shrubs) screening would be based on a B-4 zoning classification, which is 40' feet front and rear and 20' on the sides. That will be another comment since they are referencing the setback requirements for R-20 (the current zoning) in the lower right corner. They already show sufficient setbacks so the plan won't change based on that comment.

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)

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**From:** Cheri Clark <cheri.clark@lakeparknc.gov>  
**Sent:** Wednesday, July 10, 2024 10:31 AM  
**To:** Bjorn Hansen <bjorn.hansen@unioncountync.gov>; Brandi Deese <bcd@indiantrail.org>; mayorpres@aol.com  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

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Bjorn,  
Is the Driving School a proposed truck driving school and is the Flea Market open stalls like the one on 74 or enclosed buildings? What type of screening would be involved for the commercial site?  
Kindest Regards,  
Cheri Clark  
Village Administrator/Clerk  
Village of Lake Park  
P. O. Box 219  
3801 Lake Park Road  
Lake Park, NC 28079  
(704)882-8657

E-mail correspondence to and from this address may be subject to the North Carolina Public Records Law "NCGS.Ch. 132" and may be disclosed to third parties.

---

**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Wednesday, July 10, 2024 10:28 AM  
**To:** Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>; Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>; [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

Here are both. One is a JPEG map and the other is a PDF site plan.

## **Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

**T** 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)

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**From:** Brandi Deese [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
**Sent:** Wednesday, July 10, 2024 10:27 AM  
**To:** Bjorn Hansen [bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov); Cheri Clark [cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov); [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

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Good Morning Bjorn –

The second attachment would not pull up correctly . . . could you resend? Thank you!



**Brandi C. Deese, MPA, AICP, CNU-A**  
**Planning Director**

Town of Indian Trail  
315 Matthews-Indian Trail Road  
PO Box 2430  
Indian Trail, NC 28079

**Office:** 704-821-5401  
**Email:** [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
[Development Projects Page](#)

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**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Tuesday, July 9, 2024 3:26 PM  
**To:** Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>; Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>; [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** Proposed rezoning on Secrest Short Cut

Good afternoon,

We have a proposed flea market and driving school on Secrest Short Cut and want to include municipal comments as part of our staff report. Please let me know what comments you may have by early August.

Thanks,

Bjorn

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)



**Union County Government**  
500 North Main Street, Suite 70  
Monroe, NC 28112

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**From:** [Cheri Clark](#)  
**To:** [Bjorn Hansen](#)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut  
**Date:** Monday, July 22, 2024 3:41:40 PM  
**Attachments:** [image001.png](#)  
[image002.png](#)

---

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Bjorn,  
The Village of Lake Park is not in favor of the rezoning due to traffic concerns.  
Kindest Regards,  
Cheri Clark  
Village Administrator/Clerk  
Village of Lake Park  
P. O. Box 219  
3801 Lake Park Road  
Lake Park, NC 28079  
(704)882-8657x101

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---

**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Wednesday, July 10, 2024 11:03 AM  
**To:** Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>; Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>;  
mayorpres@aol.com  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

It would be a school for student drivers, so assume teenagers. The configuration for the building has not been determined. That will be a site plan review question. And the S2 (trees and shrubs) screening would be based on a B-4 zoning classification, which is 40' feet front and rear and 20' on the sides. That will be another comment since they are referencing the setback requirements for R-20 (the current zoning) in the lower right corner. They already show sufficient setbacks so the plan won't change based on that comment.

## **Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)



[unioncountync.gov](http://unioncountync.gov)

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---

**From:** Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>  
**Sent:** Wednesday, July 10, 2024 10:31 AM  
**To:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>; Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>;  
[mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

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Bjorn,

Is the Driving School a proposed truck driving school and is the Flea Market open stalls like the one on 74 or enclosed buildings? What type of screening would be involved for the commercial site?

Kindest Regards,

Cheri Clark

Village Administrator/Clerk

Village of Lake Park

P. O. Box 219

3801 Lake Park Road

Lake Park, NC 28079

(704)882-8657

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---

**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
**Sent:** Wednesday, July 10, 2024 10:28 AM  
**To:** Brandi Deese <[bcd@indiantrail.org](mailto:bcd@indiantrail.org)>; Cheri Clark <[cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov)>;  
[mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

Here are both. One is a JPEG map and the other is a PDF site plan.

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

T 704.283.3690

[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)

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**From:** Brandi Deese [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
**Sent:** Wednesday, July 10, 2024 10:27 AM  
**To:** Bjorn Hansen [bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov); Cheri Clark [cheri.clark@lakeparknc.gov](mailto:cheri.clark@lakeparknc.gov); [mayorpres@aol.com](mailto:mayorpres@aol.com)  
**Subject:** RE: Proposed rezoning on Secrest Short Cut

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Good Morning Bjorn –

The second attachment would not pull up correctly . . . could you resend? Thank you!



Brandi C. Deese, MPA, AICP, CNU-A  
Planning Director

Town of Indian Trail  
315 Matthews-Indian Trail Road  
PO Box 2430  
Indian Trail, NC 28079

**Office:** 704-821-5401  
**Email:** [bcd@indiantrail.org](mailto:bcd@indiantrail.org)  
[Development Projects Page](#)

---

**From:** Bjorn Hansen <[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)>  
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Thanks,

Bjorn

**Bjorn E. Hansen, AICP CTP**

Senior Planner – Long Range Planning | Planning Department

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[bjorn.hansen@unioncountync.gov](mailto:bjorn.hansen@unioncountync.gov)  
[unioncountync.gov](http://unioncountync.gov)



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Monroe, NC 28112

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**Land Use Board Advisory Consistency and Reasonableness Statement Concerning  
Proposed Amendment to the Union County Zoning Map**

The Union County Land Use Board has reviewed the rezoning petition submitted by Karmyne Milton 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 Shortcut Road from R-20 to B-4 with Conditions.

**TO RECOMMEND APPROVAL OF THE AMENDMENT (THE PROPOSAL IS  
CONSISTENT WITH THE CURRENT PLAN)**

**Motion**

(i) Recommend approval of rezoning petition CZ-2024-005; and (ii) adopt the advisory consistency and reasonableness statement for recommendation of approval.

**Advisory Consistency and Reasonableness Statement**

Pursuant to N.C.G.S. § 160D-604, the Union County Land Use Board does hereby recommend that the Union County Board of Commissioners adopt the proposed map amendment, as approval is reasonable and the proposal is consistent with the currently adopted Union County Comprehensive Plan (the “Plan”). Adoption of the proposed map amendment (i) takes into account the need to amend the zoning map to meet the needs of the community, and (ii) is reasonable and in the public interest because:

1. The proposed use is consistent with the Plan. The Plan’s Land Use Map identifies this area as in an Employment Corridor. The Plan provides that a variety of employment uses may be appropriate along an Employment Corridor. Dependent on location and adjacent facilities, the Plan sets forth that development uses that may be appropriate include distribution, logistics, aeronautics, industrial and agri-business. Retail uses, while not specifically listed in the non-exhaustive list of potential uses in the Employment Corridor overlay, would be complementary with other employment uses and consistent with the uses contemplated in an Employment Corridor in the Plan.
2. Flea markets are allowed in this district with a special use permit. The applicant has included all information required for special use approval with the conditional zoning map amendment application, in accordance with Section 80.050-G(3) of the Unified Development Ordinance of Union County, North Carolina.
3. The use will increase business opportunities and business and economic development in Union County, which is a goal of the Plan.
4. The use set forth under the conditions would meet Union County development standards.



**TO RECOMMEND DENIAL OF THE AMENDMENT (THE PROPOSAL IS  
INCONSISTENT WITH THE CURRENT PLAN)**

**Motion**

(i) Recommend denial of rezoning petition (CZ-2024-005); and (ii) adopt the advisory consistency and reasonableness statement for recommendation of denial.

**Advisory Consistency and Reasonableness Statement**

Pursuant to N.C.G.S. § 160D-604, the Union County Land Use Board does hereby recommend that the Union County Board of Commissioners deny the proposed map amendment, as denial is reasonable and the proposal is inconsistent with the currently adopted Union County Comprehensive Plan (the “Plan”). Denial of the proposed map amendment is reasonable and in the public interest because:

1. Although the proposed use is in an Employment Corridor as identified on the Plan’s Land Use Map, the Plan identifies certain examples of employment uses may be appropriate in an Employment Corridor. These examples of employment uses that may be appropriate include distribution, logistics, aeronautics, industrial, and agri-businesses. The particular retail use proposed here is materially different from, and inconsistent with, the types of uses contemplated in the Employment Corridor.
2. The proposed use will increase traffic along Secrest Short Cut Road. Traffic congestion is a noted concern in the Plan.
3. The commercial uses are immediately adjacent to existing residential uses, with a commercial use being of a markedly different characters from these immediately adjacent existing uses.



# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

---

**File #:** 25-653

**Agenda Date:** 10/21/2025

---

**TITLE:**

Rural Land Use Plan Draft Report

**DETERMINATION OF CONFLICTS**

**INFORMATION CONTACT:**

Bjorn E. Hansen, Senior Planner - Long Range Planning

**ACTION REQUESTED:**

Review and consider recommending plan to Board of Commissioners

**BACKGROUND:**

The steering committee has completed its work in developing a land use plan for the rural parts of Union County. The draft report summarizes the work of the committee, including its strategy recommendations, which are below:

- Expand agricultural easement purchase program
- Require contiguous areas for open space in major subdivisions
- Express concern over impacts from bypasses
- Limit major subdivisions in certain zoning districts
- Expand rural area in Land Use Map
- Add six rural centers to the Land Use Map
- Flexibility for commercial uses in rural areas
- Provide options for smaller developments impacted by open space requirements
- Create a conservation development brochure

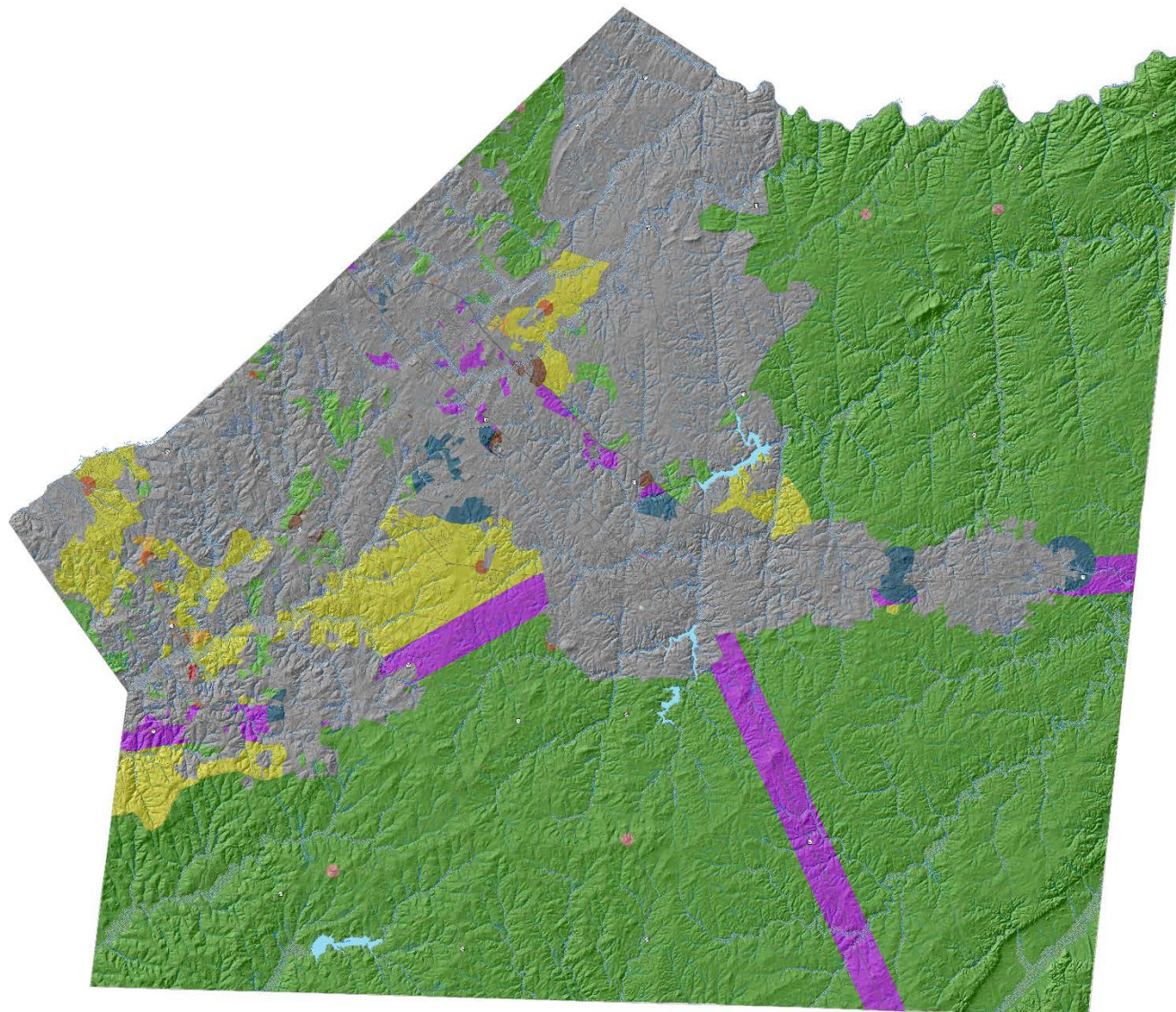
**FINANCIAL IMPACT:**

None.

# Draft Rural Land Use Plan

Land Use Board  
October 21, 2025

# 2050 LAND USE MAP



## Land Use Plan Descriptions

- **Transition Zone:** Upzonings would be denied by Union County and reference to adjacent municipality for annexation
- **Agricultural Area:** Farming, forestry and rural residential
- **Single Family Residential:** Detached single family (>2 unit/acre)
- **Mixed Residential:** Mixed residential (detached single family, patio, and cottage homes, townhomes, and multi-family)
- **Employment Corridor:** Logistics, industrial, and agri-business related uses
- **Employment Center:** Industrial and office uses
- **Community Center - Large:** Community-serving commercial centers with a larger footprint and service area
- **Community Center - Small:** Community-serving commercial uses (retail, restaurant and services) including opportunities for office, civic, institutional and mixed residential uses
- **Neighborhood Center:** Neighborhood-serving commercial uses (retail, restaurant and services) and mixed residential uses
- **Rural Center:** Small scale commercial and civic uses
- **Town Center:** Existing downtown or town center with a range of uses including commercial, office, civic, institutional and mixed residential uses





## • **ROLE OF STEERING COMMITTEE**

- Research options
- Solicit public feedback
- Make recommendations to LUB and BOCC

## **ROLE OF LAND USE BOARD**

- Make recommendations to Board of Commissioners
- Participate in planning process as requested
- Provide feedback to the Steering Committee

## **ROLE OF BOARD OF COMMISSIONERS**

- Provide feedback to the Steering Committee
- Approve plan
- Implement strategies

## • **APPROVED VISION STATEMENT**

In the rural areas of Union County, we cherish a way of life where farms and protected open spaces define our community. As stewards of the land, we treasure the balance between living close to nature and preserving our agricultural heritage. Expanses of productive farmland remind us daily of where our food comes from, and by adding options for property owners, lowering density, and enhancing environmental protection requirements we preserve our natural resources and encourage public appreciation while ensuring agriculture thrives. This approach will sustain our rural character and provide a vibrant future for generations to come.

## • OUTREACH

- Two rounds of public engagement (visioning and strategy development)
- Social media postings
- Weekly newsletter
- Email to 500+ interested residents and municipalities
- Updates on County web site
- Interview on WIXE
- Almost 400 responses from public
- Presentation to municipal planners
- Public steering committee meetings

## • **WHAT ARE STRATEGIES?**

- A policy or action designed to achieve a goal
- They are the teeth of the plan
- Need to be thought through to avoid unintended consequences
- Ideally are effective on their own and not require other strategies to achieve effects



## RECOMMENDED STRATEGIES

Name	Description	Implementation
Expand agricultural easement purchase program	Protect 10% of all agricultural land by 2050	Increase funding to \$3-5 million per year
Add flexibility for commercial uses in rural areas	Allow low impact commercial development without rezoning on five acre minimum lots and four acres of protected land per acre of development	Unified Development Ordinance amendment
Require contiguous areas for open space in major subdivisions	Require open space to be concentrated, with 50% contiguous, focused on forests and streams	Unified Development Ordinance amendment
Purchase priority land with fee in lieu for open space requirements	Allow smaller impacted subdivisions to avoid open space requirements by paying into agricultural easement program	Unified Development Ordinance amendment

## • RECOMMENDED STRATEGIES

Name	Description	Implementation
Express concern over impacts from bypasses	Express concern over development impacts from bypasses south of Waxhaw and Monroe	BOCC policy
Limit major subdivisions in certain zoning districts	Require major subdivisions to have access to water or sewer	Unified Development Ordinance amendment
Expand rural area in the Land Use Map	Add six square miles immediately west of Monroe to rural residential district	Land Use Map amendment
Add Six Rural Centers to Land Use Map	Add small commercial centers to six intersections in rural areas	Land Use Map amendment

## • NEXT STEPS

- November 17- BOCC approval
- November 25- Steering Committee starts UDO amendment process
- December – Steering committee refines draft UDO amendments
- January – Steering committee recommends UDO amendments
- January 20 – Land Use Board reviews amendments
- February 16 – BOCC holds public hearing for amendments and considers approving

**THANK YOU!**





## 2050 2. **STRONGLY SUPPORTED STRATEGIES**

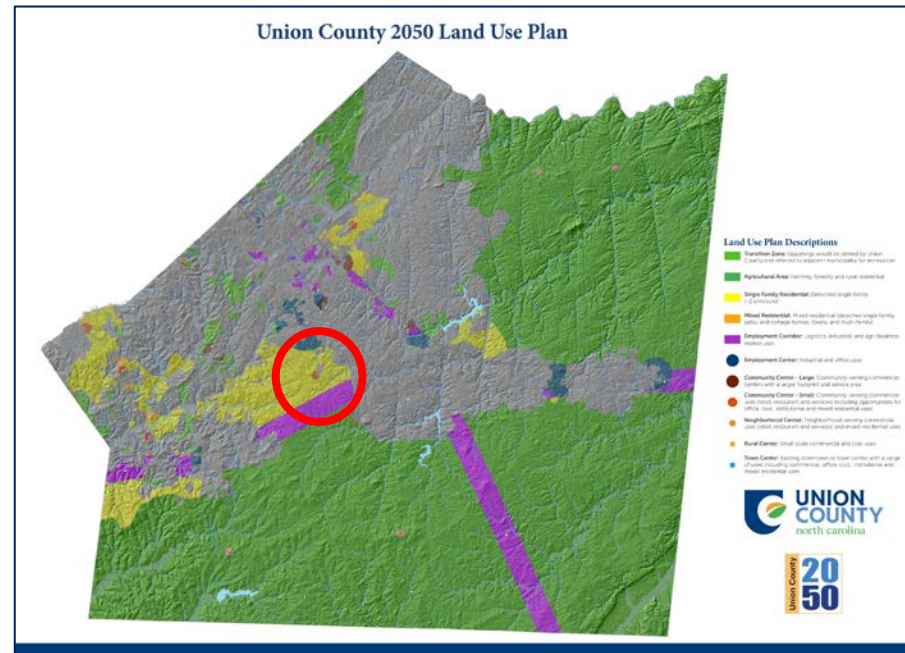
- Expand agricultural easement purchase program
- Require contiguous areas for open space in major subdivisions
- Proposing removal of one or more bypasses
- Limit subdivisions in certain zoning districts
- Protect intact forests in the 30% open space required area. Rare and protected species, wetlands, and streams are tied after forests

The steering committee and public levels of support are consistent for the above strategies.

Implementing these strategies would require a combination of Unified Development Ordinance (UDO) amendments, additional County funding, and coordination with municipalities and the NCDOT.

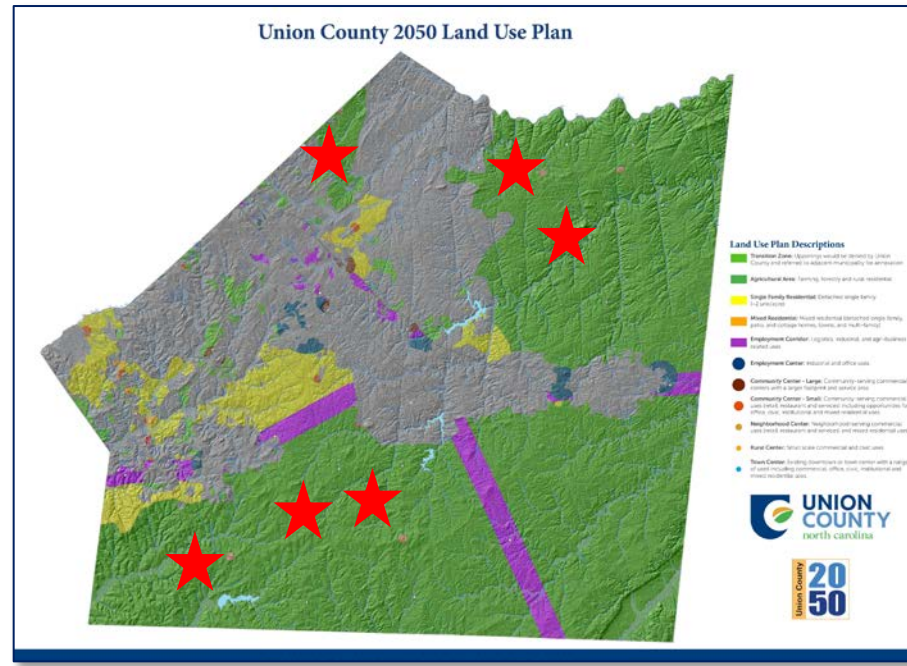
## • SUPPORTED STRATEGY

- Expand rural area on land use map
- Implementing this strategies would occur through an amendment to the land use map for Union County
- Frequent comments:
  - “We have enough high density housing in Union County. We can’t get county water here in parts of Unionville.”
  - “Union County is already upside down on development with disproportionately more residential development happening.”
  - More rural is a better use of this beautiful county. We don’t want to be Mecklenburg. Let rural designations help keep the green space charm“
  - “I think rezoning this area back to rural is fantastic, our 2 lane roads are already over crowded with the housing developments already in Union County. I believe there is already too much high density development here and any areas that can be changed back to RA-40 is a step towards the right direction again.”



## • SUPPORTED STRATEGY

- Add six rural centers to the land use map
- Frequent comments:
  - “We don’t mind driving to town”
  - “Commercial centers will turn into broader developments”
  - “I think this could be a good thing, but we can’t let this get out of hand”
  - “We have enough gas stations, grocery stores, and shopping centers. Open a park, or even better plant corn on the properties.”
  - “I appreciate and like this idea. It appears this is intended to "officially" document what has already occurred at the locations identified.”



## 2050 • NOT SUPPORTED STRATEGIES

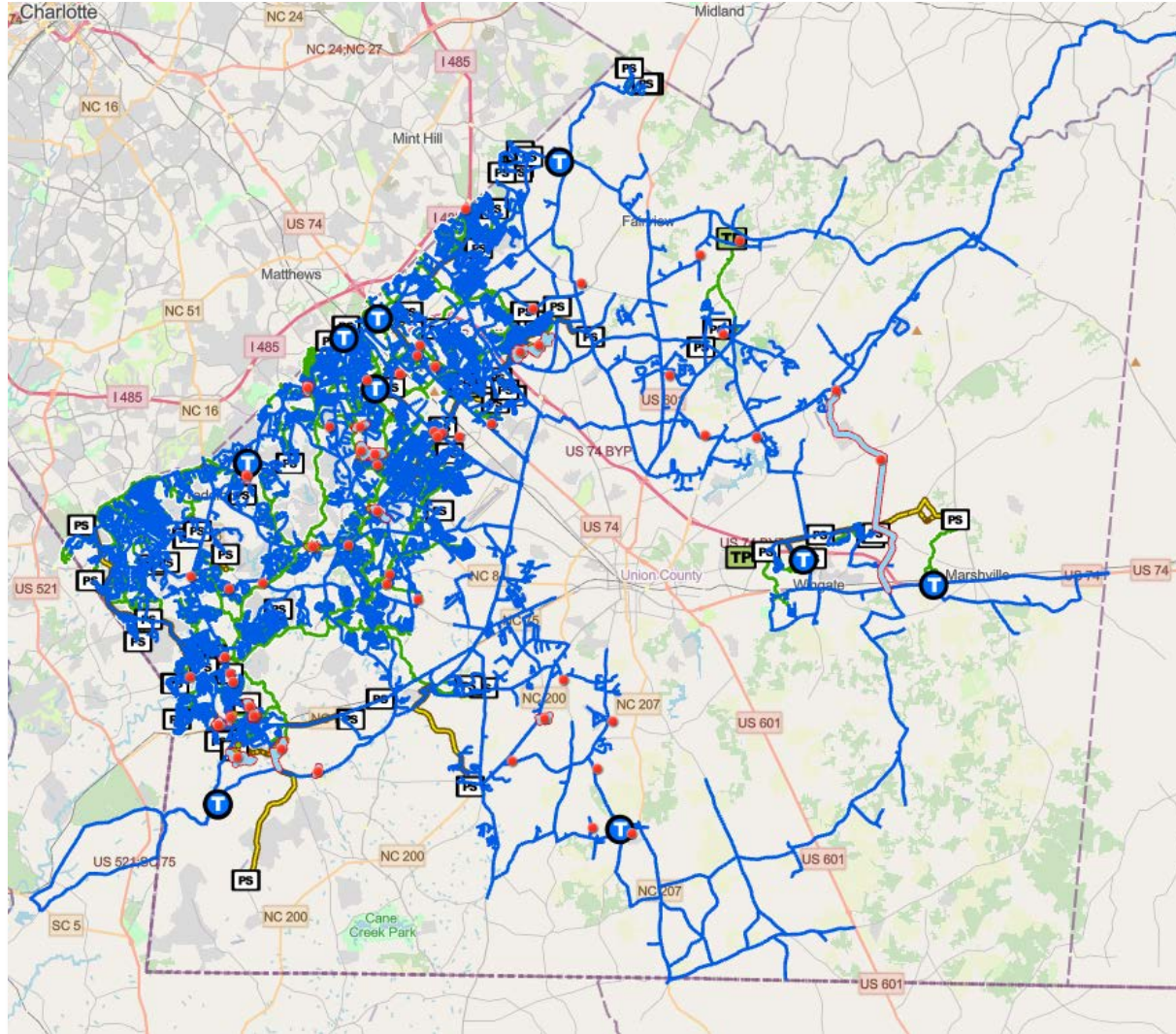
- Purchase parcels in priority areas in exchange for higher density in remaining areas
  - Concerns over implementation and lawsuits
  - Would require NCGA enabling legislation
- Allow low impact commercial and industrial uses on residentially-zoned land
  - 5-10 acres most common suggestion for minimum lot size
  - Need to determine ratio of developed to protected land, such as four acres protected for every acre developed
  - Implementing this strategies would require amending the UDO to add a new “rural business” use for RA-zoned land
- Frequent comments:
  - “This would not be enforced and there should be strictly following the land use zoning rules.”
  - “These seem like very low impact uses and would blend with the land and development.”
  - “It should be acre for acre. If you’re going to take 5 for use then you protect five acres. I believe that we are losing sight of rural living by adding more and more.”
  - “I think that if someone wants to start and run a business on their own land, they should be able to do so without jumping through hoops or being denied due to a lack of land.”
  - “Can we just not please. Why would a residential area that went in knowing around them was residential now want commercial vehicles and businesses in their neighborhoods.”
- Observation: Strategies that increase flexibility for property owners and developers not supported as much as strategies that limit development

## • **HOW TO RESTRICT MAJOR SUBDIVISIONS AS A USE**

- Strictly speaking, subdivisions are not a land use
- Current NCGS limiting downzoning of property
- Eligible strategies:
  - Require Special Use Permit for major subdivisions
  - Add an additional requirement that a major subdivision in the rural area would require access to at least one public utility
- Ideal strategy – downzone all land in rural areas and process subdivisions as rezonings



# UTILITY NETWORK MAP







# Rural Land Use Plan



## Table of Contents

1. List of Figures and Tables.....	2
2. Thanks and Acknowledgements.....	3
3. Executive Summary.....	4
4. Union County 2050 and Rural Planning.....	5
5. Rural Union County	
a. Development Pressure.....	7
b. Agriculture.....	9
6. Field Research	
a. Catawba Lands Conservancy .....	11
b. NC Wildlife Resources Commission.....	17
7. Visioning Process.....	19
8. Strategy Development.....	21
9. Strategy Recommendations.....	25
10. Conservation Strategies and Funding Sources.....	28
11. Adoption.....	31
12. Conclusion.....	32

## List of Figures

Figure 1: Union County Land use map.....	5
Figure 2: Union County development projects map.....	7
Figure 3: Union County minor subdivision dashboard.....	8
Figure 4: Photograph of agricultural land.....	8
Figure 5: Photograph of logged timber.....	9
Figure 6: Photograph of recently planted agricultural land.....	9
Figure 7: Map of priority environmental and agricultural land.....	12
Figure 8: Map of Significant Natural Areas.....	14
Figure 9: Photograph of natural forested area.....	17
Figure 10: Photograph of Monarch butterfly.....	17
Figure 11: Plan outreach flyer.....	19
Figure 12: Strategy outreach StoryMap.....	21
Figure 13: Map of bypasses and expanded rural area.....	23
Figure 14: Photograph of steering committee chairman Allan Baucom.....	24

## List of Tables

Table 1: Natural resources score matrix.....	13
Table 2: List of natural areas.....	14
Table 3: Weight each metric provided for the farmland score.....	15

## Thanks and Acknowledgements

The Union County Rural Land Use Plan is the result of many years of effort in helping preserve the essential aspects of Union County while guiding growth into the future. The process started in 2019 with the initiation of the Union County 2050 Comprehensive Plan. One of the recommendations was to create a rural land use plan for the half of Union County designated as rural. This plan is a result of that process.

The Union County Board of Commissioners directed staff to initiate the process in early 2024, and Union County was awarded a \$10,000 grant through the North Carolina Wildlife Resources Commission's Green Growth Toolbox Program. This program provides support for local government planning projects that consider wildlife and natural resource conservation in land use and development planning, incentives and ordinances. Union County matched this grant with \$10,000 to contract with the Catawba Lands Conservancy to provide technical assistance in analyzing Union County's agricultural and environmental resources to help focus conservation efforts. Staff from the Commission and Conservancy were instrumental in helping ensure the Plan's recommendations incorporated best practices for protecting agricultural lands and natural resources.

Finally, Union County benefited from the insight and experience of County residents who served on the steering committee or provided comments during the Plan's development.

### **Board of County Commissioners**

Melissa Merrell, Chair  
Brian Helms, Vice-Chair  
Clancy Baucom  
Christina Helms  
Gary Sides

### **Land Use Board**

Darren Green, Chair  
Rick Davis, Vice-Chair  
Lawrence Britt  
Charles Walkup, Jr.  
Douglas McClew  
Mark Tilley  
Derrick Austin  
David Brooks

### **Steering Committee**

Allan Baucom, Chair  
James Austin, Vice-chair  
Danyelle Crum  
Mick Noel  
Nick Long  
Jared Steele  
Laura Varela

### **Staff**

Lee Jenson, Planning Director  
Bjorn Hansen, Long Range Planner  
Jim King, Zoning Administrator  
Dr. Keith O'Herrin, PhD, Urban Forester  
Alan Aldridge, Soil and Water  
Conservation District Director  
Andrew Baucom, County Extension  
Director





## Executive Summary

Union County has added an average of more than 5,000 people per year for the past quarter-century. This development pressure is projected to continue into the future as well as continue to expand from the Charlotte urbanized area into the more rural areas, placing pressure on environmental resources, rural character, and agricultural operations. Previously adopted plans identified many goals and aspirations for protecting agriculture and controlling growth, but few substantial actions had been taken. In the past two years Union County has initiated an agricultural development easement purchase program, requiring 30% open space for major subdivisions in rural areas, and expressing concern over development pressure in the rural area due to proposed roads south of Waxhaw, Marshville, and Monroe. The Union County Rural Land Use Plan was proposed in early 2024 to identify ways to provide flexibility to property owners while protecting the environment, rural character, and agricultural operations into the future.

In partnership with the Catawba Lands Conservancy, Union County Soil and Water Conservation District, NC State Agricultural Extension Office, and NC Wildlife Resources Commission, the Union County Planning Department led the development of this plan, starting in October 2024 with the first meeting of the seven-member steering committee. Public engagement was a key part of the process. All committee meetings were open to the public, and two rounds of public engagement ensured that what the committee adopted included significant public review. This committee developed a vision statement that was reviewed by over 200 Union County residents and followed up with a series of strategies that was reviewed by over 160 residents.

The Union County Rural Land Use Plan includes a series of strategies that would permanently protect 10% of all agricultural land in Union County by 2050, limit impacts of large-scale residential development, reduce development pressures, and provide additional flexibility for property owners. The most impactful strategy – significantly increasing the agricultural easement purchase program – would require adding several million tax dollars per year. The recommended funding source would require a successful public referendum be implemented, meaning voters would decide whether this strategy is worth the cost.

This Plan represents a year's worth of work between Union County and outside agency staff, the steering committee, and the hundreds of Union County residents who asked to be kept apprised of progress as this plan was developed. The recommendations propose concrete steps to influence the drivers of development pressure, be good stewards of the land, protect rural character, and respect property rights.

## Union County 2050

A comprehensive plan is the official adopted statement for future development of a community. Union County 2050 analyzed existing conditions and emerging trends in the County, describes the process for gathering public input on future goals, establishes a vision for future development, and outlines steps for achieving that vision. The adopted vision is below

*Union County in 2050 is a place defined by connections, where local governments work together on targeted issues. There are clearly communicated plans for growth and infrastructure improvements, and resources are committed to their implementation.*

*Union County is a growing community where there is:*

- Increased capacity to address education, transportation, water, public safety, and other multi-jurisdictional issues
- High-density residential, retail and employment options in designated areas
- Convenient accessibility between retail, residential, and employment land uses
- Complementary development patterns along corridors
- Preserved rural character outside of water and sewer coverage areas
- Recognition and support of agriculture as a key industry
- Enhanced community connections for arts, agri-tourism, and parks and recreation

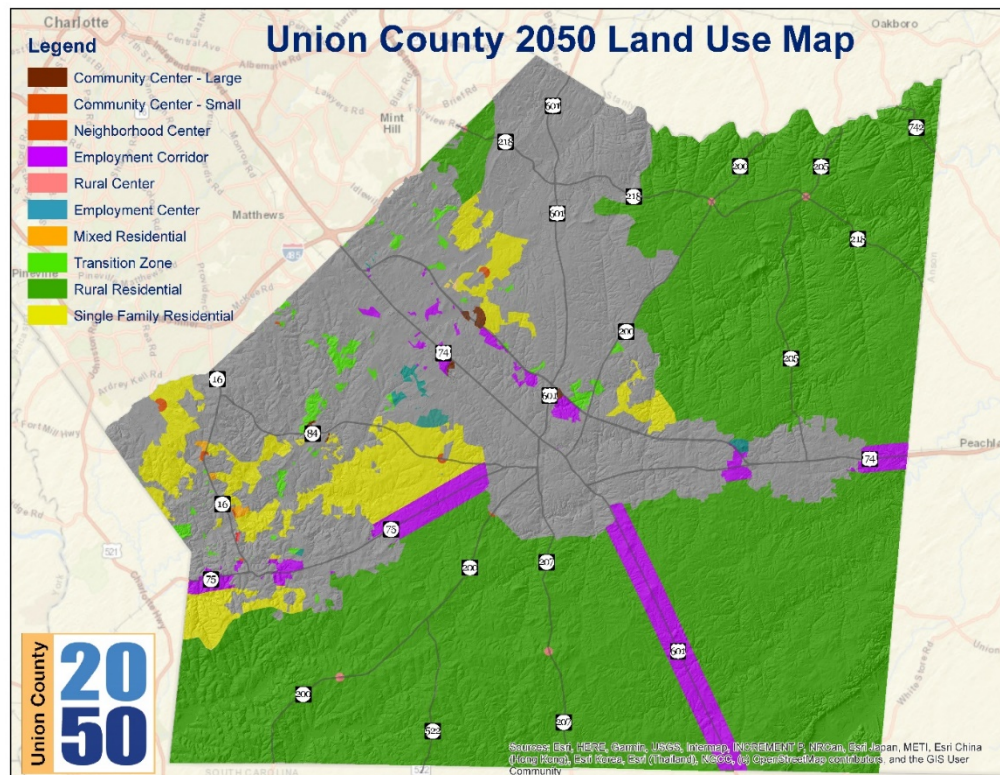


FIGURE 1

The Plan serves as foundation for making land use and public investment decisions for the next nearly 30 years. The Union County Rural Land Use Plan refines the 2050 plan by making recommendations for the rural part of Union County. For purposes of the Rural Land Use Plan study area, rural Union County is considered those areas in dark green in the [land use map](#) of the [Union County 2050 Comprehensive Plan](#), shown in Figure 1. For purposes of the plan, rural residential means development of no more than one home per acre, as well as agricultural uses. There are employment corridor and rural commercial node recommendations as well, but these areas are limited to specific parts of the rural area.

The 2050 planning process in 2019 through 2021 included a subcommittee specifically focused on agriculture. This committee supported many strategies for environmental and public safety initiatives but did not want to facilitate development by allowing additional clustering incentives for new developments or funding water and sewer expansions to support municipal planning efforts.

Agriculture is the dominant land use in the rural parts of Union County, and the following strategies are included in the 2050 Comprehensive Plan to support agriculture:

- Advocating for, or even financially supporting, expansion of high-speed internet into rural areas with high levels of agricultural activity
- Advocating for interstate status for US 74 and the Monroe Expressway to support agribusiness development
- Continuing the short line water extension program to take homes with unsafe well water off of wells
- Lowering density for major subdivisions in rural areas to preserve rural character

The Board of Commissioners authorized implementation committees to further research cluster standards and open space in rural areas. These committees met in 2021 and 2022 to make recommendations on how to balance accommodating residential development with minimizing impacts. The Board of Commissioners supported the recommendations of the open space committee, although they did not support many of the incentives for clustering development proposed by the cluster committee.

The overall vision for Union County from the 2050 process remains a guide to be referenced throughout implementation processes such as the Union County Rural Land Use Plan.

## Rural Union County

### Development Pressure

The rural area identified in the Union County 2050 plan represents approximately three quarters of all land in unincorporated Union County and more than half of all land in Union County. These areas are home to significant agricultural and environmental resources and have been facing continuing development pressures as development continues to expand outward from Charlotte and Mecklenburg County. The [map below](#) (Figure 2) shows recent, current, or proposed development in unincorporated Union County as of June 2025. The residential developments, shown in yellow, represent developments of eight or more lots.

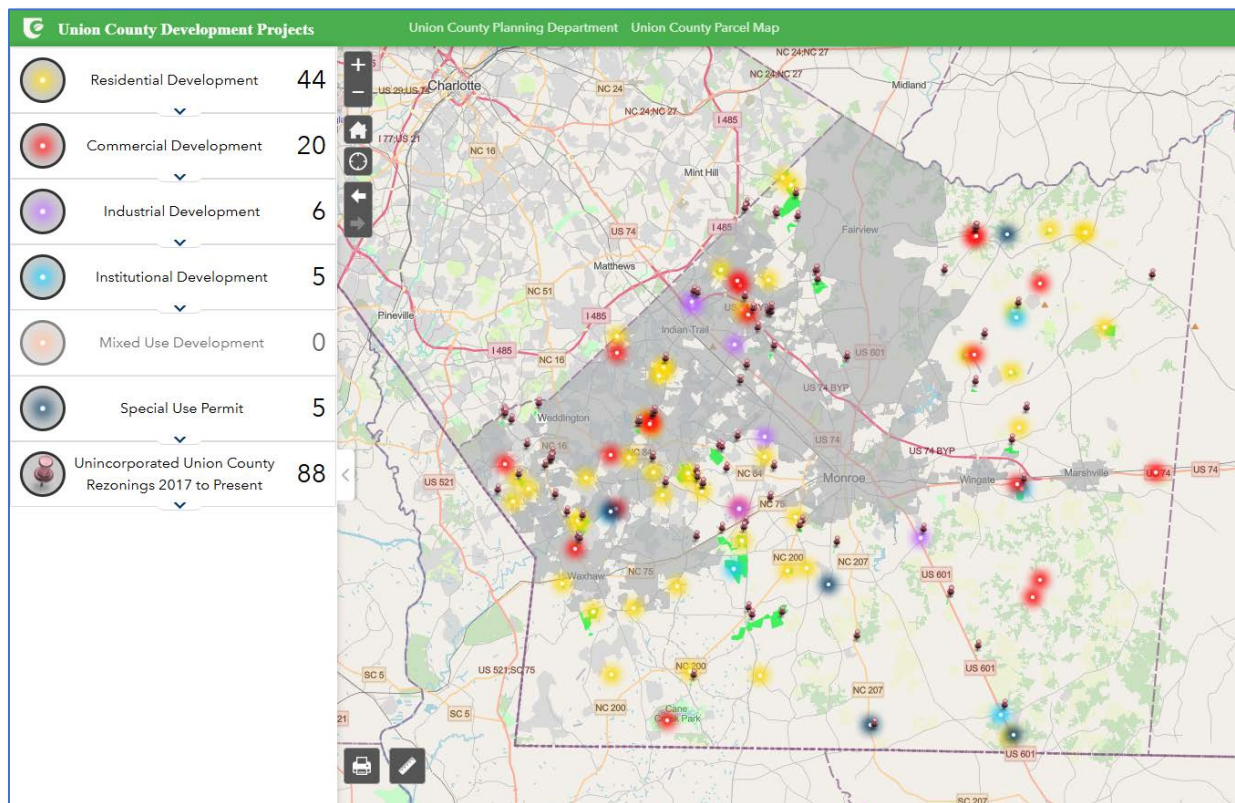
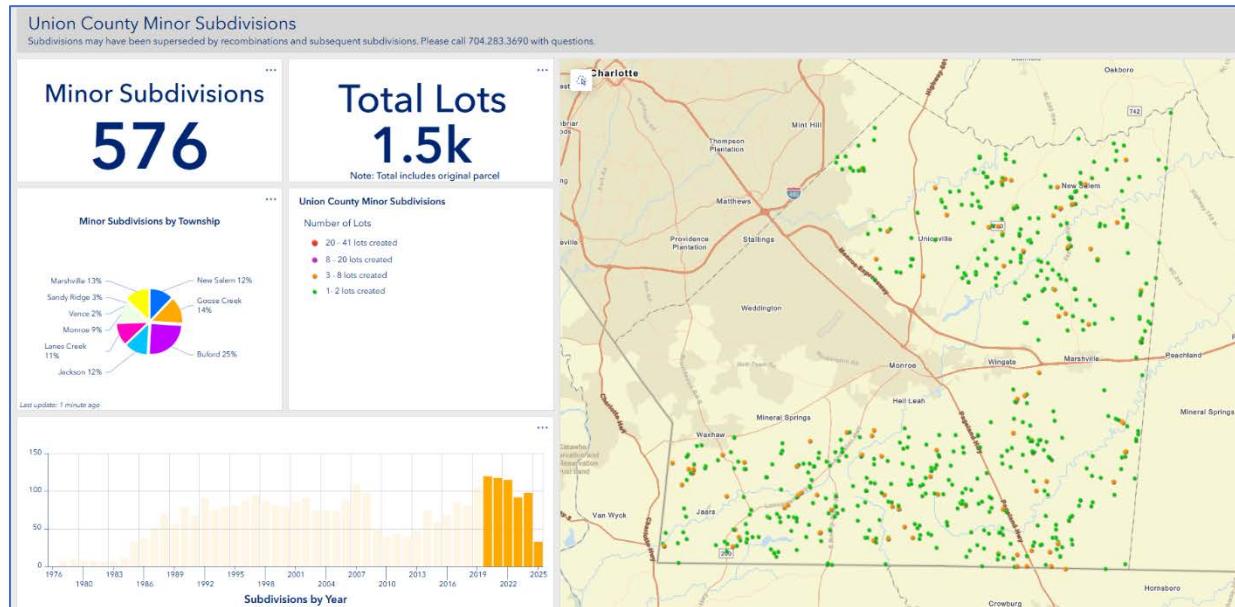


FIGURE 2



Minor residential developments, involving subdivisions of fewer than eight lots, are common in the rural parts of Union County. The [dashboard below](#) (Figure 3) shows minor subdivisions since 2020 in the rural parts of Union County, excluding Monroe, Sandy Ridge and Vance townships. Approximately 1,000 residential lots were created over this time. The rural parts of Union County are projected to add approximately



**FIGURE 3**

6,500 dwelling units between 2023 and 2055, or approximately 200 per year. At approximately three people per household this means an additional 20,000 residents over this timeframe. The major and minor subdivision totals since 2020 are consistent with this trend. Over the same period only approximately 1,200 jobs are projected to be added in the rural parts of Union County, further adding to Union County's imbalanced tax base.



**FIGURE 4**

While Union County residents and community leaders are strong supporters of property rights, there is a growing recognition that continued development and transition of agricultural and undisturbed lands impacts agricultural and environmental systems.

## Agriculture



FIGURE 5

Union County is one of North Carolina's most important agricultural centers, which includes forestry activities. Despite being home to nearly a quarter-million people, Union County is still the third-most agriculturally productive county in the state, with a half-billion dollars in annual sales (Source: Monroe – Union County Economic Development).

Approximately half of all land (over 186,000 acres) in Union County was used for agricultural activities in 2017.

This is down seven percent in just five years. Despite this loss of land, Union

County ranks fourth in North Carolina for value of agricultural products sold. This productivity ranges from crop production (#1 in both soybeans and wheat) to cattle (#10) and poultry (#1 in egg layers, #2 in broilers, and #4 in turkeys). In addition to growing and raising crops and livestock, Union County is home to several animal processing plants, grain silos, and related industries.



FIGURE 6

The [2022 North Carolina Census of Agriculture](#) determined Union County has nearly 190,000 acres of farmland and loses approximately 3,000 acres of farmland per year. The County also ranks 13<sup>th</sup> highest nationally for open space loss according to a [2022 study by the American Farmland Trust](#). In response to these reports, the Union County Board of Commissioners approved an agricultural easement program in 2024, funded with the tax revenues from properties coming out of the agricultural tax program. [Union County's Land Preservation and](#)

[Easement Program](#) helps protect working farms and rural landscapes for future generations. As the County continues to grow, this program ensures Union County can balance development with conservation by keeping agricultural land in agricultural use.

A conservation easement is a voluntary legal agreement between a landowner and Union County Soil and Water Conservation District. It permanently limits certain uses

of the land to protect its conservation value, while allowing the landowner to continue owning, using and even selling the land. These easements are tailored to each property and designed to preserve its agricultural, natural or scenic qualities.

Easements are recorded with the property deed and remain in place if the land is sold or inherited. Union County staff monitor each easement to ensure compliance and continued protection from residential development.

## Field Research

Union County partnered with Catawba Lands Conservancy (CLC) and the North Carolina Wildlife Resources Commission (NCWRC) to develop objective assessments of resources and priority areas to conserve to protect the county's rural nature and environment. Specifically, CLC and NCWRC identified rural areas important for sustaining the county's agricultural economy and natural resources (Figure 7) and advised Union County on open space preservation strategies.

### Catawba Lands Conservancy (CLC)

Catawba Lands Conservancy protects land in Union County through conservation easements or ownership. CLC considers projects that provide quality habitat for wildlife, protect our region's water quality, support the local farming heritage, and provide outdoor recreational opportunities. Specifically, CLC prioritizes projects that expands protected parks and natural areas, supports habitat for rare and imperiled species, adequately protect lands around streams and wetlands, protects family farms and farmland with prime soils, or supports expansion of the Carolina Thread Trail network.

Union County partnered with Catawba Lands Conservancy (CLC) to identify important areas to conserve to protect the county's rural nature. Specifically, CLC identified rural areas important for sustaining the county's agricultural economy and natural resources (Figure 7). To identify the key areas for conservation, CLC evaluated five conditions for agricultural lands and eight conditions for natural resources, described further below. In CLC's analysis they evaluated 640 square miles of land across Union County which includes 395 square miles of rural lands. Within the rural areas there are thousands of acres of quality farmland and important natural resources, but the analysis focused on those that need protection now to protect the region's rural character. Further detail is provided below.

**Methodology:** Utilizing a Geographic Information System (GIS), the rural areas of Union County were broken into a grid of 30x30 meter cells. Within each cell a score is assigned for each variable and then totaled for the conservation score. The higher a score, the more important the cell is to protect the natural rural character for the county. Scores for Priority Natural Areas were out of 100. These areas are shown on Figure 7 on the next page and highlight the areas south of Waxhaw and Mineral Springs as priority areas from an environmental and agricultural basis. This analysis covers all of Union County and could be used by municipalities looking to protect environmental and agricultural



resources in their jurisdictions.

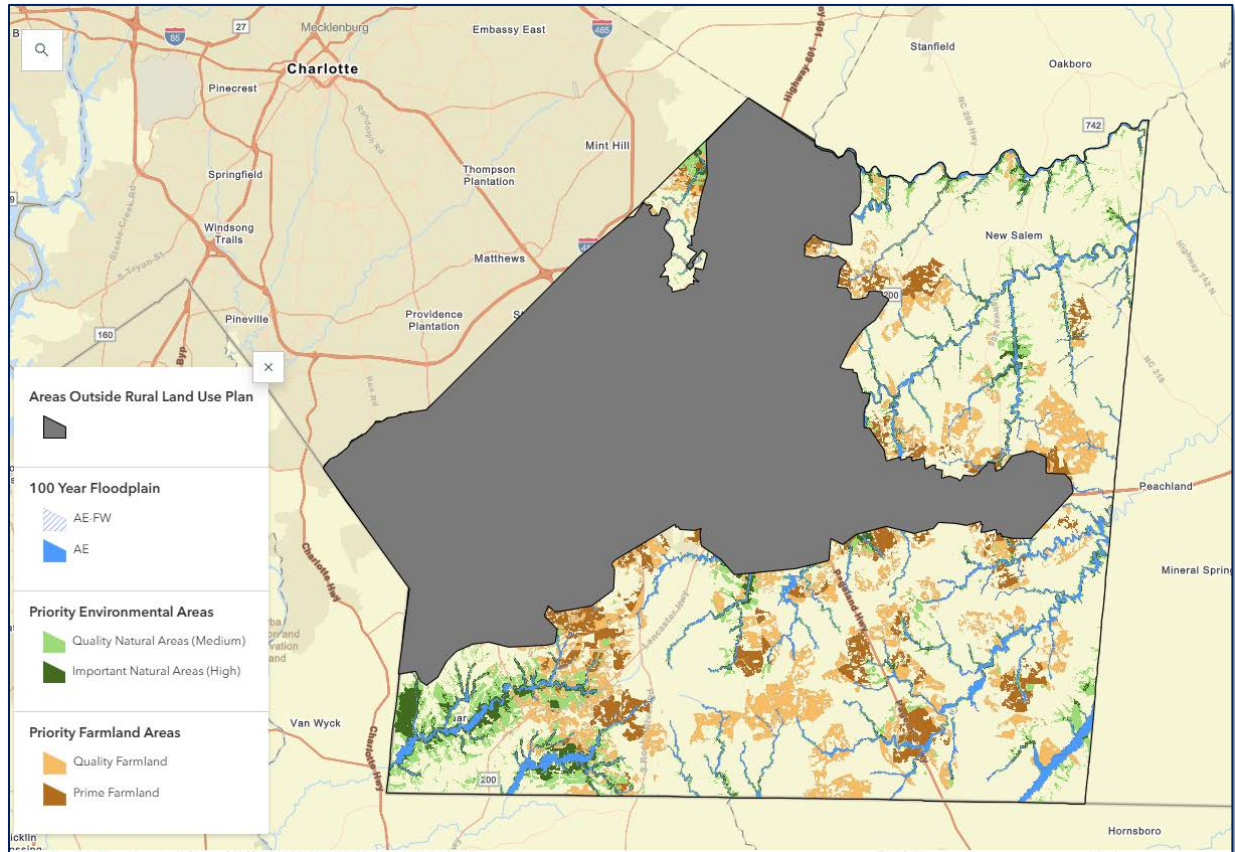


FIGURE 7

## Natural Areas

The natural areas in Union County provide multiple benefits including aesthetics, protecting water quality, mitigating floods, filtering air, and providing habitat for plants and animals. The conservation plan identifies concentrated areas at threat of development that provide multiple benefits for the county's natural resources. To identify these areas, the CLC evaluated eight metrics which are described below (Table 1).

*Close to Other Protected Lands:* Adding additional conserved land to existing parks and natural areas helps to enhance the protection of those existing areas.

Additionally, growing existing parks and natural areas protects the aesthetics over a larger area.

*Large Intact Forests:* Larger natural areas provide greater benefits for wildlife and the public. Larger natural areas provide more room for wildlife to move, feed, and nest. Some priority conservation species require larger habitats for foraging, sheltering, finding mates, and smaller-scale migration, especially for young adult and fledgling animals finding new territories. Larger natural areas also help wildlife survive through major catastrophic events, such as floods, fires, and storms since larger natural areas provide greater refuge and areas with quality food.

*Significant Natural Areas:* Significant Natural Areas are identified by the North Carolina Natural Heritage Program as containing a concentration of high-quality habitat and rare or imperiled species. This designation does not provide any legal protection but does highlight land that is critical to protecting our state's biodiversity and natural areas. Natural Heritage Natural Areas (NHNAs) within the study area are listed in Table 2. The NC Wildlife Resources Commission recommends that development be avoided on and around NHNAs. In cases where development is proposed on or near an NHNA, cluster subdivisions may be an option to buffer these natural areas as open space set-asides.

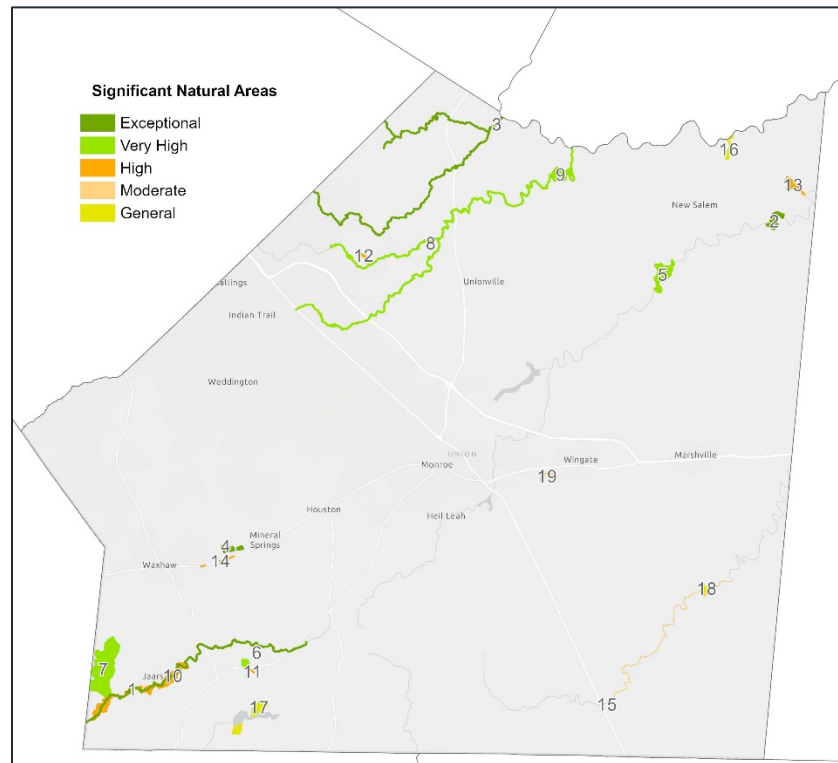
Natural Resources Score Matrix	
Close to Other Protected Lands	20%
Large Intact Forests	20%
Significant Natural Areas	13%
Unique Natural Areas	10%
Interior Forests	10%
Steep Slopes over Streams	10%
500-Year Floodplain	10%
Rare or Imperiled Species	7%

**TABLE 1: THE WEIGHT EACH METRIC PROVIDED OR THE NATURAL RESOURCES SCORE**

Natural Area	Biodiversity Significance
Waxhaw Creek Aquatic Habitat	Exceptional
Richardson Creek Ledges	Exceptional
Goose Creek Aquatic Habitat	Exceptional
Polk Mountain	Very High
Jackson Blackjacks	Very High
Andrew Jackson Ridges	Very High

Crooked Creek Aquatic Habitat	Very High
Crooked Creek Ledges	Very High
Waxhaw Creek Floodplain	High
Jackson Sunflower Site	High
North Fork Crooked Creek Rare Plant Site	High
Fish Road Basic Forest	High
Lanes Creek Aquatic Habitat	Moderate
New Salem Branch	General
Lanes Creek Floodplain	General
Cane Creek Park	General

**TABLE 2: LIST OF SIGNIFICANT NATURAL AREAS IDENTIFIED BY THE NORTH CAROLINA NATURAL HERITAGE PROGRAM.**



**FIGURE 8**

*Unique Natural Areas:* Within the broad categories of pasture, grasslands, hardwood forests, and floodplains are unique habitat types. Some are rare and unique to the piedmont of North Carolina and to Union County. For example, xeric hardpan forests are only found in North and South Carolina in the Charlotte area. They result from a special soil type that is very tight, leading to very dry conditions and a grassy forest floor with stunted trees.

*Interior Forests:* Some animal species are more sensitive to human disturbances than others. Additionally, they prefer the cover a forest canopy provides from predators.

Therefore, they are often found deeper in woods, away from forested edges. Protecting forests more than 300-feet from a forest edge provides the appropriate habitat for interior forest species.

*Steep Slopes over Streams:* Riparian areas along our rivers, creeks, and streams help to filter out pollutants and sediment, and keep water cool. However, as steepness increases the velocity of stormwater flowing into our water also increases. Protecting steep sloped areas along water bodies is important to limiting sedimentation. Additionally, the cool and moist conditions created by this setup provide habitat for plant and animal species more often found in the mountains of the Carolinas. These areas are important for protecting the county's biodiversity.

*500-Year Floodplain:* Our region has seen increasingly larger storms with flooding at or exceeding the 100-year floodplain. Protecting areas outside of the 100-year floodplain promotes flood resiliency in the future.

*Rare and Imperiled Species:* This includes species listed by the Endangered Species Act as Threatened or Endangered and species listed by the NC Wildlife Resources Commission and the NC Plant Conservation Program as Threatened, Endangered, Species of Concern, or Significantly Rare. These are only known locations where these species are currently found. This does not include species identified by the NC State Wildlife Action Plan as Species of Greatest Conservation Need.

### Farming Community and Economy

Farmland in Union County supports the local economy and provides food for our region. The CLC's land analysis identifies clusters of farmland located on Prime or Statewide Importance land that can support the local farming community. To identify these areas, CLC evaluated five metrics which are described below (Table 3).

*Contiguous Areas of Farmland:* Protecting larger areas of farmland supports more viable and resilient agricultural operations, strengthens local food systems, and creates greater economic benefits. This also reduces potential interactions with residential development and farming operations.

*Prime or Statewide Important Farmland Soils:* These are soils that the Natural Resources Conservation Service identified as particularly productive because they can produce higher yields with minimal inputs or modifications. Statewide important soils are found by the NC Department of Agriculture and Consumer Services to produce higher yields with property soil management.

Farmland Score Matrix	
Contiguous Acres of Farmland	30%
Prime or Statewide Important Farmland Soils	30%
Close to Other Protected Lands	15%
Close to Markets (Urban Areas)	10%
Density of Farm Related Businesses	15%

**TABLE 3: WEIGHT EACH METRIC PROVIDED FOR THE FARMLAND SCORE**



*Close to Other Protected Lands:* Proximity to parks and other natural lands provide a buffer for farms to reduce interactions with development.

*Close to Markets:* Reducing the distance between farms and markets helps to improve the profitability of local farms by reducing transportation costs. Additionally, it improves the likelihood of supporting farm-to-table partnerships and Community-Supported Agriculture systems.

*Density of Farm Related Businesses:* Farms require specialized services and stores to continue operations such as large equipment repair shops, large animal veterinarians, grain and animal processing facilities, and farm supplies. These businesses require a certain mass of farms to remain profitable and in business. Protecting farmland around these businesses ensures the resiliency of the local farming economy.

### North Carolina Wildlife Resources Commission

The NC Wildlife Resources Commission (NCWRC) developed the Green Growth Toolbox program to provide conservation guidance for local government planning projects that consider wildlife and natural resource conservation in land use and development planning, incentives and ordinances. The Green Growth Toolbox is designed to help communities conserve high quality habitats as communities and developers build new homes, workplaces, and shopping centers. The toolbox helps communities plan for growth in a way that will conserve natural assets such as fish, wildlife, plants, streams, forests, fields, and wetlands. Included in the guidance are recommended conservation data to identify conservation priorities, science-based conservation strategies to protect wildlife habitat and ecosystem services and planning best practices. The program also offers the Partners for Green Growth cost-share grant for local

governments to implement conservation in their planning activities and Union County was awarded funding in June 2024. As part of the Partners for Green Growth award, NCWRC staff assisted in identifying conservation priorities and associated planning strategies for Union County.



FIGURE 9, PHOTO CREDIT NCWRC



FIGURE 10, PHOTO CREDIT: USFWS

### Open Space Prioritization

Open space site selection for natural landscapes should prioritize NC Natural Heritage Program Natural Areas, wide riparian buffers along rivers and streams, floodplains and wetlands, connected forests and grasslands, and buffers adjacent to properties

managing for agriculture and conservation. North Carolina Natural Heritage Program Natural Areas are areas of high special biodiversity significance identified by the NC Natural Heritage Program. These areas may not be protected but have rare species or significant high-quality natural communities. The NC Natural Heritage Program provides free mapping services that identify the locations of these natural areas. Property owners and engineers can access these GIS layers at <http://www.ncnhp.org> to identify any potential natural areas to prioritize in their open space set-asides. The NC Natural Heritage Program also provides a free managed land GIS layer that identifies properties managed for conservation. Open space can be prioritized to buffer these managed areas from development to allow for continued functional management of those protected lands.

The same buffers can be used for lands in current agricultural uses to ensure continued agricultural management. For most streams and rivers in Union County, the NC Wildlife Resources Commission recommends a minimum riparian buffer of 100 feet for perennial streams and 50 feet for intermittent streams. For streams in watersheds with federally-listed aquatic species, such as Waxhaw Creek and its tributaries, the NCWRC recommends a minimum riparian buffer of 200 feet for perennial streams and 100 feet for intermittent streams. Larger upland set-asides adjacent to riparian areas are recommended to be between 300-600 feet from the water's edges as they protect water quality, floodplain function and water storage capacity to reduce the impact of flooding, and protect wildlife habitat. Large tracts of native forests and grasslands not adjacent to riparian areas also provide water quality protection and facilitate water infiltration and groundwater recharge. Prioritize forest and grassland open space to be adjacent to other intact natural areas on adjacent properties and avoid fragmentation or the creation of natural habitat "islands" on properties.

### **Open Space Uses**

For the purposes of conserving natural and working lands in the rural areas of Union County, open space set-asides should primarily be utilized and managed for low impact uses or agriculture. Working lands can be leased to local farmers for agricultural uses, and forests can be managed for timber production. There are several options for the use and management of open spaces for natural resource uses. The North Carolina Wildlife Resources Commission recommends management of the open space for the health of the landscape. If not being managed for agricultural purposes, there are several options for the management and development of open space if not entering into an easement or other program. These can include planning and managing for outdoor recreation opportunities like nature trails for local residents or managing for pollinator habitat. These management strategies are generally maintained through a Homeowners Association (HOA) or deed restrictions. A final method of management would be to not manage the open space for any specific use.



## Visioning Process

The Steering Committee's first task in November 2024 was to develop a vision statement for the rural parts of Union County. A vision statement is a written document that describes Union County's long-term goals and aspirations for the future. It serves as a roadmap for the County and inspires the community. Specifically, a vision statement:

- Communicates value: A vision statement communicates the organization's value and commitment to achieving its goals.
- Guides direction: A vision statement directly motivates the organization's direction and purpose.
- Inspires growth: A vision statement inspires the organization's growth.
- Uses abstract language: Vision statements often use abstract language instead of vivid imagery.
- Can be daring: A vision statement can be daring, distinct, or even disagreeable.

The committee developed a draft vision statement in December 2024 that was released to the public for a comment period of January 1-31, 2025. The draft vision statement distributed for public feedback is below.

*In the rural areas of Union County, we cherish a way of life where farms and protected open spaces define our community. As stewards of the land, we treasure the balance between living close to nature and preserving our agricultural heritage. Expanses of productive farmland remind us daily of where our food comes from, and by supporting flexible and managed land uses, we protect our environment and encourage public appreciation while ensuring agriculture thrives. This approach will sustain our rural character and provide a vibrant future for generations to come.*

The County and committee members distributed informational handouts to local businesses, community contacts, and at County facilities, such as Cane Creek Park. In addition, Union County posted the survey link through the weekly County newsletter, plan web page, and social media. [A total of 210 residents provided comments on the vision statement.](#) Respondents overwhelmingly supported the draft vision statement, but did have concern about overly vague statements and flexible land uses.

In response to this public feedback, the steering committee revised the vision statement to clarify uses and protections for the environment. The vision statement on the



FIGURE 11



following page was approved by the steering committee at its February 25, 2025, meeting.

*In the rural areas of Union County, we cherish a way of life where farms and protected open spaces define our community. As stewards of the land, we treasure the balance between living close to nature and preserving our agricultural heritage. Expanses of productive farmland remind us daily of where our food comes from, and by adding options for property owners, lowering density, and enhancing environmental protection requirements we preserve our natural resources and encourage public appreciation while ensuring agriculture thrives. This approach will sustain our rural character and provide a vibrant future for generations to come.*

## Strategy Development

The steering committee and staff took four months to review potential strategies to implement the approved vision for rural Union County. The committee operated under the following understandings of effective strategies:

- Are a policy or action designed to achieve a goal.
- Are the teeth of the plan.
- Need to be thought through to avoid unintended consequences.
- Ideally are effective on their own and not require other strategies to achieve effects.

The committee members discussed existing issues in the rural parts of Union County, and reviewed revisions to development standards, new or expanded programs, and changes to existing plans in order to implement the vision.

The committee reviewed the following issues but decided to not present to the public for feedback or recommend to the Board of Commissioners:

- Privately permitted septic systems
- Recommendations for modifying minimum lot sizes

The committee did not recommend taking these strategies to the public because the privately permitted system option is legal to use in North Carolina, so they did not feel Union County would have the ability to influence this status. The committee was split on the benefits of requiring larger lot sizes as well as allowing smaller lot sizes as ways of protecting open space.



**FIGURE 12**

The committee took the following strategies to the public for feedback, which was held from June 20 through July 20, 2025.

- Expansion of areas considered rural - The area immediately west of Monroe, totaling approximately six square miles is outside Union County's established sewer service basin, so higher

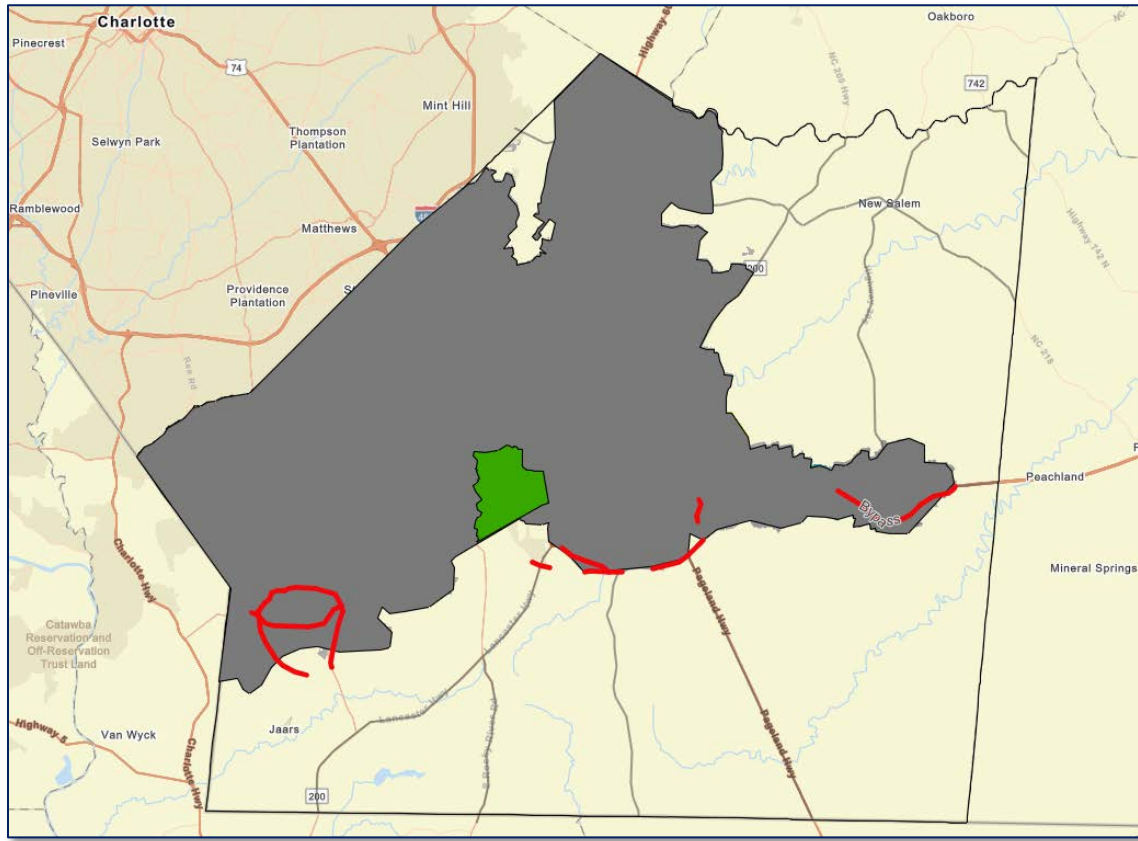
density development recommendations could be replaced with a rural residential designation. This would impact open space requirements and rezoning recommendations.

- Increasing/reducing the number of commercial nodes - Rural Centers function as small scale civic and commercial centers for rural areas of the County.

These Centers are clusters of low-density, non-residential uses located at a crossroads of two or more major or minor thoroughfares. Appropriate uses include convenience stores, civic buildings, gas stations and others. Rural Centers provide limited commercial and community services while still maintaining the rural nature of the community.

- Enhanced buffering along streams and water bodies – Local governments are prohibited by state law from enacting buffers beyond those established by the state, but could prioritize stream buffering in 30% open space requirements or as part of rezonings.
- Prioritization of land set aside in major subdivisions - This requirement applies to major subdivisions, which typically are eight or more lots or involve installing infrastructure such as roads or utilities. Union County does not currently specify which land to set aside in major subdivisions.
- Conditions for allowing commercial uses on residential land without rezoning - Commercial or industrial uses such as landscaping, plumbing, and storage facilities would be allowed on parcels of at least five acres without rezoning in exchange for four acres of protected open space for every one acre of development.
- Expanding conservation efforts to purchase easements - Union County has recently implemented an agricultural easement program with an allocation of approximately \$1 million per year from the General Fund. This strategy would recommend increasing the funding per year.
- Remove bypasses from [transportation plan](#) - There are four proposed bypasses south of Waxhaw, Monroe, and Marshville that impact the rural part of the County. These bypasses will likely increase development potential for new areas, like what was experienced with the Monroe Expressway. The removal process would involve the municipalities and NCDOT but would start with a Union County

position.



**FIGURE 13**

- Limit subdivisions in certain zoning districts - The Unified Development Ordinance includes a table with a list of uses allowed in each zoning district. Subdivision of land would be removed as an allowed by right use in certain zoning districts, requiring additional conditions or approvals to allow additional residential development in identified areas.
- Allowing property owners to pay into an open space fund in lieu of setting aside 30 percent open space within their development when no priority agricultural or environmental features are on their property.

The comment period was conducted through an [online StoryMap](#) and [embedded survey](#). The story map included maps such as the one above, which depicts the proposed addition to the rural area (shown in green) and the proposed bypasses near Waxhaw, Monroe, and Marshville.

Union County shared this information with the public through social media posts, announcements in the weekly Union County Horizons newsletter, email to the more than 500 people who have provided their email address to be kept apprised of the plan process, post cards distributed to businesses in the rural parts of Union County, and an interview on the local WIXE radio station. A total of 166 people submitted [feedback and comments](#) on the strategies. The demographics of the respondents





did skew older and more established than the County as a whole, with nearly 2/3 of respondents having lived in the county more than 20 years, and over 40 percent 60 years or older. Only five respondents were under 30, for example. Nearly all respondents (88 percent) lived and/or worked in the rural parts of Union County.

The public generally supported more restrictions on development and strongly supported protection of the environment and agricultural lands. They were somewhat supportive of adding additional rural centers and expanding the rural area to areas immediately west of Monroe. They opposed flexibility for developers to be able to “buy back” land otherwise required to be set aside as open space if no priority agricultural or environmental features were found on site, and expressed skepticism over the opportunity for owners of large lots (five acres or more) to be able to establish low-impact businesses on their property in exchange for significant open space requirements.

The chairman of the steering committee, Allan Baucom, presented the proposed strategies and public feedback to the Land Use Board and Board of Commissioners for their awareness and feedback as well. The [Land Use Board received this information at](#)

[its July 15, 2025, meeting](#). The Board was generally supportive of the strategies but did express concerns over how to pay for the proposed agricultural easement program expansion.

The Board of Commissioners received a similar update at its [August 11, 2025, meeting](#).



FIGURE 14

## Strategy Recommendations

The committee then evaluated the strategies at its August and September meetings, where they voted to recommend the following strategies as part of the plan.

*Expand agricultural easement purchase program:* The committee voted to recommend expanding the existing program, with a goal of protecting 10% of the agricultural land in Union County by 2050. This is estimated to cost \$3-5 million per year in additional funds to protect 10% of the approximately 190,000 acres used by agriculture in Union County. The soil and water conservation district property tax referendum strategy is recommended as the preferred funding source, which would cost ½ cent to one cent per \$100 in value in property taxes per year to fund and would raise \$3 to \$6 million per year. A general increase to the property tax, as well as a ¼ cent sales tax allowed in North Carolina under Article 46 Optional Quarter Cent Sales Tax, could also be considered to fund the program.

*Require contiguous areas for open space in major subdivisions:* Union County currently requires 30% open space in major subdivisions, excluding floodplains, stream buffers, or road right of way. The open space currently can be scattered throughout the neighborhood, which may not help protecting environmental features. The committee discussed options from 50 to 80% required contiguous areas before recommending 60% as a minimum. This open space requirement would first be applied to intact forests, which were the first priority of the committee and public. The committee considered rare and protected species, wetlands, or stream buffers as the second priority. Stream buffering was ultimately recommended as the second priority. These priorities would be implemented through amendments to the Unified Development Ordinance (UDO).

*Purchase priority land with fee in lieu for open space requirements:* The committee recognizes the burden of a small development maintaining a parcel of open space, so it recommends allowing the developer to pay into the County's Land Preservation and Easement Program based on the value of land that is no longer required to be kept in open space in the proposed development. Eligibility would be limited to smaller developments, such as ones that do not require new roads.

*Add flexibility for commercial uses in rural areas:* Small business owners looking to start or expand low traffic commercial or industrial businesses such as landscaping, plumbing, and similar trade-type uses would be allowed on parcels of at least five acres without rezoning in exchange for four acres of protected open space for every one acre of developed area. These new options for property owners would be implemented through amendments to the Unified Development Ordinance (UDO).

*Express concern over impacts from bypasses:* Union County has experienced significant development pressures along the Monroe Expressway in recent years. There are several proposed bypasses that extend into the rural parts of Union County and the committee felt these bypasses could have similar impacts on development patterns. The committee has concerns about ease of development in rural areas if the southern Waxhaw and Monroe bypasses are built. The committee supports the Marshville

Bypass, noting the long-range plan for upgrading US 74 to interstate standards and the potential of building it using toll revenues. The committee acknowledges that the County does not have the authority to unilaterally remove any of the bypasses from the CTP. This position would allow the Board of Commissioners to engage with the NCDOT, Charlotte Regional Transportation Planning Organization (CRTPO) and affected municipalities on concerns raised through this plan.

*Limit major subdivisions in certain zoning districts:* The committee has concerns over large subdivisions being allowed anywhere in the rural parts of Union County. Current North Carolina general statutes limit County authority to downzone or otherwise reduce uses allowed on a property. The subdivision of land is not a use, so the committee recommended limiting major subdivisions (those that create eight or more lots) to where water and/or sewer can be provided by a central service provider. A central service provider is defined as any sewage treatment facility owned and operated by a sanitary district, a metropolitan sewage district, a water and sewer authority, a county or municipality or other public utility, or a private utility. This strategy would be implemented through amendments to the UDO.

*Expand rural area in the Land Use Map:* The committee supports expanding the rural area by approximately six square miles west of Monroe, shown in Figure 12. This designation would reduce development impacts for new subdivisions in this area and instead incentivize such development to request annexation into an adjacent municipality. This strategy would be implemented through amendments to the Land Use Map.

*Add six rural centers to the Land Use Map:* Rural Centers function as small scale civic and commercial centers for rural areas of the County. These Centers are clusters of low-density, non-residential uses located at a crossroads of two or more major or minor thoroughfares. Appropriate uses include convenience stores, civic buildings, gas stations and others. Rural Centers provide limited commercial and community services while still maintaining the rural nature of the community. The committee acknowledged the flexibility from having additional small-scale commercial nodes in the rural areas, particularly where existing commercial operations already occurred and therefore recommend nodes at the following intersections be added as amendments to the Land Use Map.

- South Providence Road and NC 200
- South Rocky River Road, Parkwood School Road, and NC 200
- Plyler Mill and Griffith Roads
- New Salem Road, Carl Polk Road, and Sugar and Wine Road
- Love Mill Road and NC 218
- Lawyers Road and Mill Grove Road

*Create a Conservation Development Brochure:* Part of the scope for this overall plan development involved creating a development brochure to assist property owners and developers understand how to apply open space requirements in new major subdivisions. This brochure will be created as part of the implementation of this

plan, along with amendments to the UDO and funding commitments by the Board of Commissioners.



## Conservation Strategies and Funding Sources

There are many private, public, and non-profit organizations and programs that can help with open space preservation. There are also different ways of protecting land. The traditional way is to purchase land for permanent protection. This method is more expensive and requires upkeep of the land by the owner. A conservation easement is a more common approach and is an agreement between a property owner and a conservation non-profit or government agency that allows landowners to retain ownership and use of their property but restricts development on the property. Each conservation easement is different because they are negotiated by the landowner and the conservation entity. Depending on the terms, a conservation easement will allow for farming, timber management, agrotourism, and wildlife management activities. The restrictions are permanent and apply to future landowners. Landowners can realize certain property and income tax benefits from these agreements.

The CLC prefers projects that provide enhanced protection beyond regulatory or zoning requirements such as FEMA floodplains, tree saves or required open space. However, in special circumstances, CLC will consider projects in FEMA floodplains, tree saves or required open space that have significant conservation values such as state recognized significant natural areas or rare species that require specialized management. In these situations, CLC would need adequate funding for long-term management. Additionally, CLC will consider projects along adopted Carolina Thread Trail corridors to advance trail development.

The list of resources listed below is not exhaustive but provides options in North Carolina.

**NC Resilience Exchange** (<https://www.resilienceexchange.nc.gov>): A central resource to identify funding for conservation activities that improve community resiliency including land conservation, land stewardship, and utility improvements.

### State Programs

**NC Land and Water Fund:** An annual fund that provides grants for land conservation, stream restoration, and conservation planning. The program focuses on conservation projects that support water quality, protection of impaired species and natural areas, and historical sites. Funds can be used to purchase conservation easements or full ownership. A match is not required but suggested to be competitive.

**North Carolina Parks and Recreation Trust Fund:** PARTF provides dollar-for-dollar matching grants to local governments for the acquisition and/or development of park and recreational projects to serve the general public. A local government can request a maximum of \$500,000 with each application. Local governments can apply to acquire land for parks and build recreational facilities for use by the public. A PARTF grant can also be used to protect the natural and scenic resources or renovate older park facilities.



NC Agricultural Development and Farmland Preservation Trust Fund: Annual fund that provides grants to support local farming economies, conservation of farmland, and planning for farmland conservation. Projects in Union County require a 30% match which can be cash, in-kind, or donated property value. These funds can be matched with the USDA's Agricultural Land Easement Program.

## **Federal Programs**

USDA Agricultural Conservation Easement Program: The Agricultural Conservation Easement Program (ACEP) helps landowners, land trusts, and other entities protect, restore, and enhance wetlands or protect working farms and ranches through conservation easements. Land eligible for agricultural easements includes private or Tribal land that is agricultural land, cropland, rangeland, grassland, pastureland and nonindustrial private forest land. Priority is given to farms that maximize protection of contiguous agricultural lands and have soils identified as Prime, Unique, or Other productive by the Natural Resources Conservation Service.

Land and Water Conservation Fund (LWCF): Provides funding through different programs to local governments. The Cooperative Endangered Species Conservation Fund provides grants to local governments through the state to protect and conserve Federally listed threatened and endangered species and the habitats on which these species depend. The National Park Service State and Local Assistance Programs provides 50/50 matching grants to local governments, through the states, for the acquisition and development of public outdoor recreation areas and facilities.

Regional Conservation Partnership Program: This program is a partner-driven approach to conservation that addresses identified resource needs on agricultural lands. Through this program, project partners support farmers, landowners, and the community by providing matching funds for conservation activities and purchasing conservation easements. Activities can include implementing best management practices, land restoration, purchasing conservation easements, and public work projects that address a natural resource need. Partners do need to identify a combination of 1-to-1 cash and in-kind match.

## **Local, Private, or Non-Profit Programs**

Present Use Value (PUV) programs: PUVs provide property tax deferments for property owners that commit to utilizing their property for forestry, agriculture, or wildlife conservation purposes. The intention of any PUV program is to tax property for its current use, which is lower than the theoretical market value that is used to value property taxes. Properties enrolled in a PUV must follow each program's requirements. Any property that is disqualified due to falling out of compliance will be required to pay "roll back" taxes or the sum of the previous three years of unpaid deferred taxes plus interest and the current year's theoretical market value.

- o Forestry PUV: Properties managed and utilized as commercial forestland can qualify for North Carolina's forestry PUV program. Property owners can contact the [Union County NC Forest Service](#) office for more information.



- Agriculture PUV: Properties actively engaged in agricultural or horticultural uses may qualify for the agriculture PUV program through the NC Department of Agriculture and Consumer Services. Qualifying properties must generate a minimum of \$1,000 gross per year in farm production. Contact the Union County NC Cooperative Extension office for more information.
- Wildlife Conservation Land Program (WCLP): The Wildlife Conservation Land Program allows private landowners who manage their property for protected wildlife species, priority wildlife habitats or as Wildlife Reserve Land to apply for a property tax deferment. Visit <https://www.ncwildlife.gov/wclp> for more information and an outline of qualifying requirements.

Conservation Fund: [The Conservation Fund](#) is a non-profit founded on the idea that environmental protection and economic vitality are mutually reinforcing strategies that make our society stronger. They are twin pillars of a national strategy: economic growth without environmental protection is unsustainable, and environmental protection without economic growth is equally unsustainable. For more than 40 years, The Conservation Fund has been [buying at-risk land](#) with high conservation value to protect it from degradation, putting protections in place to ensure it is managed for environmental, economic, and human gain before finding long-term owners, ideally operations relatively new to farming. The Fund has a 10-year goal of protecting 5,000 acres of land over the next 10 years in the Charlotte region.

## Adoption

The Rural Land Use Plan Steering Committee was tasked with developing a plan, but the Land Use Board likewise plays a role in making recommendations on all planning initiatives and proposals. The Steering Committee recommended the plan to the Land Use Board at its October 7, 2025, meeting. Union County then emailed the more than 500 Union County residents who previously provided their email address and requested updates on the plan and its development.

The Land Use Board reviewed the plan at its October 21, 2025, meeting. A total of XX residents spoke at the meeting. After reviewing the plan, the Board recommended XXX. Add detail from their discussion.

The Board of Commissioners held a public hearing at its November 17, 2025, regular Board meeting. A total of XX residents spoke at the hearing. Add details of adoption process.

## Conclusion

Union County currently is home to over 270,000 people and will continue to add thousands of additional residents each year for the foreseeable future. Remote work, desire for a quieter lifestyle, and lower land costs have increased development pressure in the rural parts of Union County. This development comes with impacts, both as a loss of agricultural land and as impacts to environmental features. This plan was initiated in 2024 to help develop strategies to protect environmental and agricultural resources, as well as provide options for small business owners and farmers who want to stay on their land.

The Union County Rural Land Use Plan was resident-led, starting with the advisory committee that guided the work, and ending with three rounds of public comment opportunities regarding the vision, the strategies, and the overall plan. Over 500 residents were kept apprised of progress, and over 300 provided their feedback on at least one phase of the plan development. The plan was adopted by the Union County Board of Commissioners on November 17, 2025.

If fully implemented, the Union County Rural Land Use Plan would permanently protect 30 square miles of working agricultural land, allow community-scale commercial development at identified intersections, allow small business owners to establish and expand their low-impact businesses in exchange for protected land, and better protect forests and streams as residential development occurs.

Union County would like to thank its steering committee, the Catawba Lands Conservancy, and the North Carolina Resources Commission for their time and support over this year-long process. Together they developed an effective, focused, and endorsed guide for protecting the rural parts of Union County for the next 25 years.





# Union County, NC

## Staff Report

Union County Government  
Center  
500 North Main Street  
Monroe, North Carolina  
[www.unioncountync.gov](http://www.unioncountync.gov)

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**File #:** 25-658

**Agenda Date:** 10/21/2025

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**TITLE:**

2026 Land Use Board Meeting Schedule



## Land Use Board 2026 Meeting Schedule

January 27 (BOCC is meeting January 20. January 19 is an observed holiday)

February 24 (BOCC is meeting February 17. February 16 is an observed holiday)

March 17

April 21

May 19

June 16

July 21

August 18

September 22

October 20

November 17

December 15

All Meeting Times are at 6:00

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