

# **PLANNING BOARD MEETING**

May 7, 2025

6:00 PM

Council Chambers

300 West Crowell Street

Monroe, NC

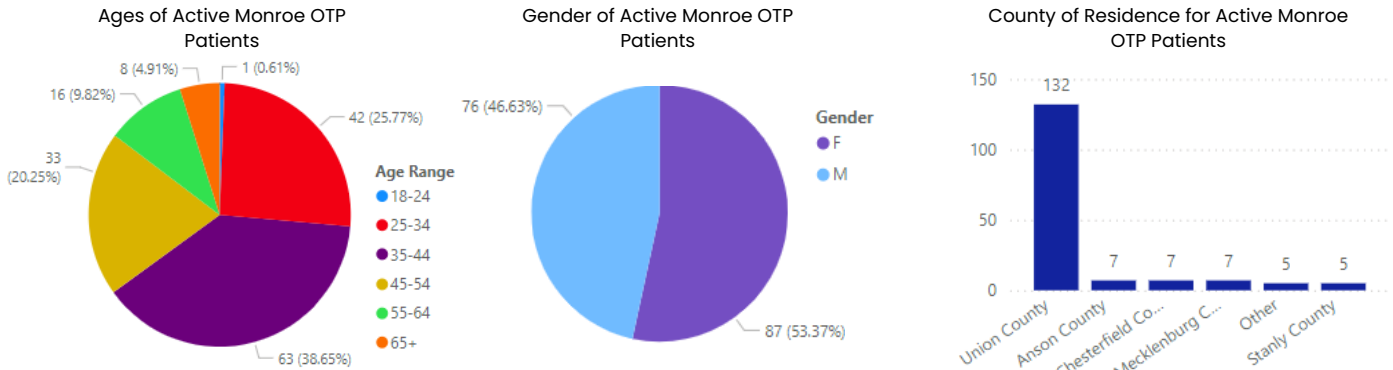
## ***AGENDA***

- Item 1. Call to Order - Roll Call**
- Item 2. Pledge of Allegiance and Moment of Silence**
- Item 3. Conflicts of Interest**
- Item 4. Approval of Minutes - January 8, 2025**
- Item 5. Zoning Text Amendment to Code of Ordinances-Title XV: Land Usage, Chapter 157, Section 7.5 Accessory Uses & Accessory Structures**
- Item 6. Zoning Text Amendment to Code of Ordinances-Title XV: Land Usage, Chapter 157, Section 7.3 titled "Temporary Uses"**
- Item 7. Planning Board Discussion**
- Item 8. Next Meeting: Wednesday, June 4, 2025**
- Item 9. Adjournment**

***ATTENTION BOARD MEMBERS:*** Please contact Maryann Brown at 704.282.4527 or Lisa Stiwinter at 704.282.4569 to confirm your attendance. Thank you.

cc: Planning Staff  
Ashley Duncan  
Mujeeb Shah-Khan

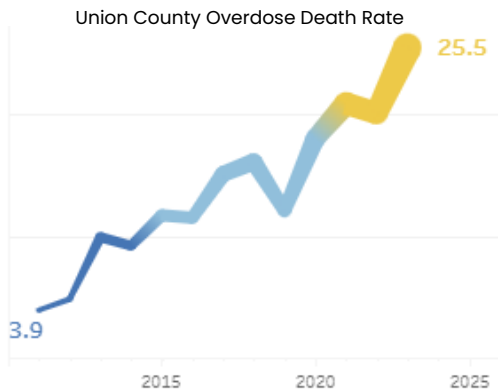
## Monroe OTP Patient Demographics



Total active patients as of December 23, 2024: **163**

## Union County Overdose Death Rate

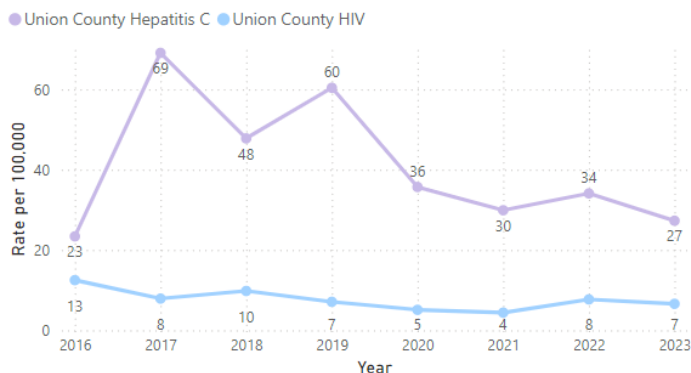
The estimated overdose death rate in Union County is 25.5 out of 100,000 residents in 2023, this is among the middle rates seen in NC. This rate is a 27% increase from 2022. Nearby Anson county had a rate of 24.9 per 100,000, and Cabarrus County had a rate of 23.6. The rate for the state of North Carolina in 2023 was 38.7 per 100,000 population.



Source: NC DHHS Injury and Violence Prevention Branch

## Communicable Disease Rates

Incidence of Hepatitis C and HIV - Statewide and Union County

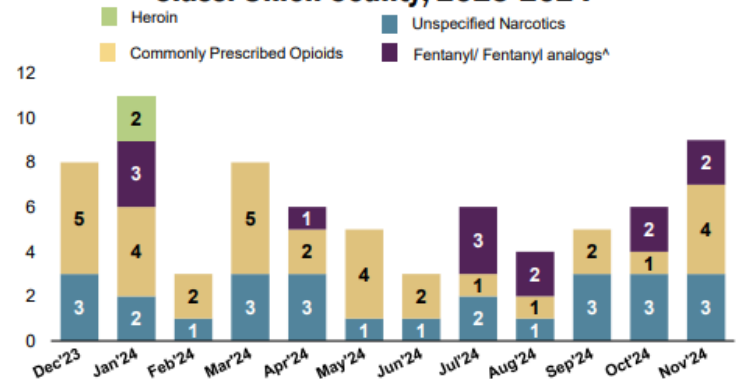


Statewide Hepatitis C and HIV rate in 2023 was 84 and 15 cases per 100,000, respectively.

Source: NC DHHS Epidemiology Division

## Union County Opioid Overdose ED Visits

### Opioid Overdose ED Visits Last 12 Months by Drug Class: Union County, 2023-2024\*



As of 12/16/2024, there have been an estimated 150 ED visits for overdoses involving medications or drugs with dependency potential, 70 of those were opioids.

There have been 17 fentanyl positive deaths in Union County from January 2024–September 2024, compared to 26 for the same time frame in 2023. This is a 34.6% decrease. Recent year death data is not yet final, but an estimated 4,000 North Carolinians (11 per day) are projected to have died from an overdose in 2023.

Source: NC DHHS Injury and Violence Prevention Branch

## Market Competitors

McLeod Centers is the only non-profit medication assisted treatment (MAT) provider in Union and Anson Counties to offer both methadone and Suboxone (buprenorphine/naloxone combination) to treat opioid use disorder, giving our patients more options in their recovery journeys. Other providers in Union and Anson County include:

- Daymark Recovery Services - Anson and Union County (Suboxone only, non-profit)
- Dr. Adam Salisu, MD with Monroe Psychiatry - Union County (Suboxone only, for-profit)
- First Care Medical Clinic - Union County (Suboxone only, for-profit)
- New Beginnings Treatment Center - Union County (Suboxone only, non-profit)
- Pavana Treatment Group - Union County (Suboxone only, for-profit)

# McLeod Center Current Monroe location



Facility-Based Crisis Centers (Daymark) and Opioid Treatment Programs (McLeod Centers) serve different purposes in addressing behavioral health and substance use issues, though both play critical roles in supporting individuals in need. Here are some key differences:

## 1. Purpose and Focus

- **FBC (Facility-Based Crisis Center):**
  - Provides short-term, intensive care for individuals experiencing acute behavioral health crises, including mental health issues or severe substance use episodes.
  - Focuses on stabilization and crisis resolution to help individuals transition to longer-term care or return to their community.
- **OTP (Opioid Treatment Program):**
  - Specifically designed to treat opioid use disorder (OUD) using evidence-based approaches like medication-assisted treatment (MAT), counseling, and behavioral therapies.
  - Aims to reduce opioid dependency, manage withdrawal symptoms, and support recovery over a longer-term treatment plan.

## 2. Services Offered

- **FBC:**
  - 24/7 crisis stabilization and monitoring.
  - Psychiatric assessments, medication management, and support for co-occurring disorders.
  - A safe environment to de-escalate crises and address immediate needs.
- **OTP:**
  - Medication-Assisted Treatment (MAT), including methadone, buprenorphine, or naltrexone.
  - Regular drug screenings to monitor progress.
  - Counseling, education, and recovery planning focused on opioid addiction.

## 3. Length of Stay or Treatment

- **FBC:**
  - Typically short-term (e.g., 1-7 days), depending on the severity of the crisis and the individual's stabilization needs.
- **OTP:**
  - Long-term treatment (weeks, months, or years), with ongoing medical and therapeutic support tailored to the individual's recovery goals.

#### **4. Target Population**

- **FBC:**
  - Individuals in a behavioral health or substance use crisis who may need immediate intervention but not inpatient hospitalization.
- **OTP:**
  - Individuals diagnosed with opioid use disorder, including those seeking to manage dependency and prevent relapse.

#### **5. Licensing and Regulation**

- **FBC:**
  - Often regulated by state mental health authorities and designed to meet regional crisis intervention needs.
- **OTP:**
  - Strictly regulated by federal agencies, such as the Substance Abuse and Mental Health Services Administration (SAMHSA) and the Drug Enforcement Administration (DEA), due to the use of controlled medications.

# The Impact of Buprenorphine and Methadone Treatment: A Summary of Key Findings

## Buprenorphine and Methadone Treatment Reduce Mortality Rates

- **50% Reduction** in mortality compared to patients receiving no treatment or therapy alone ([Pierce 2016](#), [Sordo 2017](#))
- **60% Reduction** in all-cause and opioid-related mortality following an overdose ([LaRochelle 2018](#))
- **75% Reduction** in mortality post-release from prison ([Degenhardt 2014](#))
- Untreated individuals with opioid use disorder (OUD) have an **8.8x higher mortality risk** ([Ma 2018](#))

## Buprenorphine and Methadone Treatment Benefits

- **Reduced opioid use** ([Kakko 2003](#), [Mattick 2009](#), [Thomas 2014](#))
- **Improved social functioning** ([Bart 2012](#))
- **Decreased injection drug use** ([Woody 2014](#))
- **Improves maternal and fetal outcomes** ([Thomas 2014](#))
- **Reduced HIV transmission risk behaviors** ([Gowing 2011](#))
- **Lower risk of HIV** ([MacArthur 2012](#))
- **Reduced risk of hepatitis C virus (HCV)** ([Peles 2011](#))
- **Enhanced quality of life** ([Ponizocsky and Grinshpoon 2007](#))
- Underutilization of treatment: Only **20% of patients with OUD** report receiving medications for treatment ([2021 National Survey on Drug Use and Health](#))

## Methadone Treatment Reduces Crime Rates

- **Historical evidence:** Studies since 1974 consistently show methadone treatment reduces crime ([Bukten et al., Addiction, 2012](#))
- **50% Reduction in arrests:** A 1974 study found arrests halved after initiating methadone treatment ([Gearing et al., AM J Public Health, 1974](#))
- **Fewer arrests:** Methadone treatment lowers arrest rates compared to no treatment ([Schwartz et al., Drug and Alcohol Dependence, 2009](#))
- **Fewer criminal convictions:** Patients continuously in treatment have the lowest rates of convictions, with overall conviction rates halved ([Schwartz et al., JSAT, 2011](#))

## Conclusion

Buprenorphine and methadone treatments are critical tools in managing opioid use disorder. They significantly reduce mortality, improve social outcomes, decrease infectious disease risks, and mitigate criminal behavior. However, there remains a gap in access, with only 20% of patients receiving these life-saving treatments. Increasing availability and encouraging utilization are essential to combat the opioid epidemic.



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**Billy R. West, Jr., MSW, LCSW**  
*President and CEO*

[bwest@daymarkrecovery.org](mailto:bwest@daymarkrecovery.org)  
[www.daymarkrecovery.org](http://www.daymarkrecovery.org)

September 17, 2024

Mr. Doug Britt  
Assistant Director of Planning and Development  
City of Monroe  
300 W. Crowell Street  
Monroe, NC 28112

RE: Rehabilitation Facilities

Mr. Britt:

I am the CEO of Daymark Recovery Services, Inc. We have operated the Facility Based Crisis (FBC) unit located at 1408 East Franklin Street in Monroe, North Carolina for many years. This facility is an acute, inpatient detox and crisis facility, with an average length of stay of approximately six days.

It is our understanding that McLeod Center for Wellbeing (McLeod) has plans to open an outpatient facility adjacent to our FBC. While being unfamiliar with zoning ordinances, it is my understanding that they may not be able to open this facility because it is within 500 feet of another rehabilitation facility, our FBC. Again, I am completely unfamiliar with the local ordinances related to this matter. However, I did want you to know that Daymark has no opposition for McLeod opening the facility, as they have planned. It is my understanding that they will be providing outpatient services to persons with opioid addiction in this facility. It is my understanding that McLeod will be primarily treating persons with opioid addiction with Buprenorphine and Methadone. Given that Daymark discharges a number of patients on Buprenorphine post their crisis resolution, we welcome this opportunity to have another partner in the Union County community that can assist in our fight against addiction. While we do not prescribe Methadone and understand that this treatment can have a negative connotation, it has been our experience that Methadone is still a viable and effective treatment for some patients. Unlike many privately owned, sometimes out-of-state managed providers, McLeod has been a leader in substance abuse treatment and operates responsible and effective Methadone programs. In short, we believe that having McLeod as our neighbor, and in such close proximity to the hospital, will improve the overall health of our community.

Thank you for taking time to review and consider these comments. If you have questions regarding this matter, I may be most easily reached by email and cell phone, 980-621-8677. I appreciate the partnership with the City of Monroe and Union County that we have had all of these years.

Respectfully,

Billy R. West, Jr., MSW, LCSW  
President and CEO



# Atrium Health

January 6, 2025

Planning Board  
City Hall Council Chambers  
300 West Crowell Street  
Monroe, NC 28112

To Whom It May Concern,

On behalf of Atrium Health Union, I am writing to express our enthusiastic support for McLeod Centers for Wellbeing's relocation of their opioid treatment program (OTP) near our hospital located in Monroe, North Carolina.

The establishment of an OTP in close proximity to the hospital will bring numerous benefits to our community. The opioid epidemic has profoundly impacted individuals and families in Monroe and the surrounding areas. By providing comprehensive, evidence-based treatment for substance use disorders, this program will address a critical gap in services and offer life-changing care to those who need it most.

Having an OTP near the hospital creates an opportunity for seamless collaboration between emergency medical services and outpatient treatment. Patients presenting to the hospital with opioid use disorder (OUD) or overdose can be rapidly referred to the OTP for continued care, ensuring continuity of treatment and reducing the risk of relapse or re-hospitalization. This proximity also supports integrated care models, allowing providers to address both the physical and behavioral health needs of patients.

Additionally, the location will make it easier for community members to access high-quality addiction care. The OTP's presence will not only provide medication-assisted treatment (MAT) but also offer counseling, case management, and recovery support services—elements that are crucial for long-term recovery.

Beyond its direct impact on patient care, McLeod Centers contributes to broader public health goals by reducing stigma, enhancing awareness, and fostering a culture of recovery. We are confident that their relocation will strengthen the community's capacity to combat the opioid crisis and provide hope for those struggling with addiction.

Atrium Health-Union is proud to support McLeod Centers for Wellbeing in this vital endeavor. We look forward to collaborating with them to improve the lives of individuals and families in Union County and beyond.

Please do not hesitate to reach out if we can assist further in this initiative.

Sincerely,

Kyle Roedersheimer, MD  
Medical Director Emergency Department  
Atrium Health Union  
kyle.roedersheimer@atriumhealth.org

**MINUTES OF THE  
PLANNING BOARD MEETING**

**January 8, 2025, at 6:00 PM  
City Hall – Council Chambers  
300 W. Crowell Street, Monroe, NC**

Emailed to HR on: 01/09/25

**Item 1. Call to Order - Roll Call**

Jennifer Smith, Chair, called the January 8, 2025 meeting to order at 6:00 p.m. Kimberly Davis called the roll.

**Members Present:** Jennifer Smith (Chair), Richard Yercheck, Archie Morgan, Maryann Rasberry, Daryle Anderson, Pamela Duda (ETJ Member)

**Members Absent:** None

**Staff Present:** Lisa Hollowell, Asst. City Manager; Jeffrey Wells, Asst. City Manager; Doug Britt, Asst. Planning and Dev. Director; Keri Mendler, Senior Planner; Megan Brightharp, Planner 1; Richard Long, City Attorney; Terry Sholar, Senior Staff Attorney; Kimberly Davis, Administrative Asst II;

**Guests:** Mayor Robert Burns, Pro Tem David Dotson, Ken Deal, Thomas Loria, Rob McLach, Matthew Kirchner, Chip Wardwell, Jessica Perry, Jesse Perry, Paxton Widenhouse, Paul Keane, Kristina Rodriguez, John F. Harris, Freddie Kirk, Matt Kegel, Christine Zazzaro, Vic Little, Kimberly Belmont, Melanie Conforti, Mary-Kate Scurlock, Elisabeth Hardin, Paula Little, Steve Davis,

**Item 2. Pledge of Allegiance and Moment of Silence**

**Item 3. Conflicts of Interest-** None noted.

**Item 4. Approval of Minutes –December 4, 2024.**

**Motion:** Richard Yercheck made a motion to approve the minutes from December 4, 2024.

**Second:** Daryle Anderson

**Action:** The motion passed with the following votes:

**AYES:** Jennifer Smith, Richard Yercheck, Archie Morgan, Maryann Rasberry, Pamela Duda, Daryle Anderson

**NAYS:** None

**Item 5. Zoning Map and Text Amendment request for property located at 1410 E. Franklin Street (Tax Parcel #: 09-157-004)**

Keri Mendler, Senior Planner, presented the zoning map amendment request from KSK Properties, LLC for the property located at 1410 E. Franklin Street from OM (Office Medical) to Conditional Office. The purpose of the rezoning is to utilize the property for a rehabilitative clinic and retain OM uses. The subject property is currently zoned Office Medical (OM) and the adjoining parcels are also Office

Medical. To the east is the Medical Mixed-Use district and to the southwest is Single-Family Residential. The applicant is requesting a rezoning for a rehabilitative clinic which provide care and treatment for psychiatric, alcohol and/or drug dependency. The ordinance requires a minimum of 10 parking spaces for a rehabilitative clinic. The property has an existing paved parking area with approximately 22 parking spaces. The site has existing large trees; however, no additional landscaping is required or proposed.

Last January 2024, staff did a text amendment that modified some requirements for rehabilitative clinics. The Unified Development Ordinance requires rehabilitative clinics to be located at least 500-feet from existing rehabilitative clinics, single family residential zoning districts and schools. This site is located adjacent to an existing facility which offers similar rehabilitative services. It is located approximately within 174-feet from residential zoning. The hospital is to the north and the high school is to the west.

The applicant is requesting a deviation to the 500-foot distance requirements which is the purpose for the rezoning request. Additionally, the ordinance requires the facility to be licensed by the North Carolina Department of Health and Human Services. The proposed tenant has an existing facility in Monroe and want to relocate to this location so they have provided that license to the Planning Department.

The Land Development Plan indicates this area is Traditional Development. The Traditional Development surrounds the downtown core and is anchored by the city's most historic neighborhoods. The dense transportation network offers easy access to downtown. Office and medical uses are listed as priority uses in this character area. The proposed use is consistent with the Land Development Plan. While the proposed location does not meet the ordinance requirements, staff believes the rezoning for a rehabilitative clinic at this location is reasonable due to the adjoining Office Medical uses and its close proximity to the hospital and other medical uses. Staff does recommend approval of this rezoning and will be happy to answer any questions. The applicant also has a presentation (See attached – McLeod Centers).

The Board began with questions and discussion. If this was approved and was zoned Conditional Office, but this facility moved out, the other uses would be general office use, such as realtor, accounting, dentist or primary care physician.

Jessica Perry, with Walt Perry Realtors, and Christine Zazzaro, President for McLeod Centers for Wellbeing, approached the podium, passed out handouts with statistics and then gave their presentation using this supporting data (See attached- 20250108-mcleod-centers-for-wellbeing-presentation). Dr. Logan Adams, Medical Director, answered questions and went over some of the data on the handout. McLeod Center is a non-profit medication-assisted treatment provider and is currently located on West Roosevelt Blvd. Daymark, as well as the hospital, is close to the new desired location and they all work together for the treatment of drug addiction. This center differs from a doctor's office in that it is more highly regulated and people need to dose every day when they enter into the program. They see forty to fifty patients a day who come into the center, receive their medications and then leave within a short amount of time. Counselors are on staff so patients can receive therapy in addition to their medications. Their hours are from 6am to 12:30pm.

Some of the Board Members expressed concern about the distance of the facility from the residential area and the high school. The Center's staff explained that this is for outpatient services after the hospital and Daymark bring the patient from a crisis situation to where they can seek regular treatment based upon the patient's goals. A text amendment was passed last January and Daymark was grandfathered in

as far as location. There is a high level of security with cameras and badge access since this facility handles medication on site. No weapons are allowed.

Elizabeth Hardin, Chief Operating Officer, approached the podium and said they actually have a Strategy Associate who reviews the Sheriff's website for crime incidents. There were no incidents around their current location since at least November.

If the facility does not get approval to move to the proposed location, they will continue to search for a new location. It is a possibility that they will move outside of the City of Monroe. General practitioners cannot provide this service of using medication/methadone in order to treat addiction. This is the only center in Union County that provides this service. Methadone is not an addiction, but is meeting their bodies' physiologic dependence in order to break the addiction and allow the patient to get off opioids. Depending on the patient, ideally, there is a slow-wean over the course of several months. The ideal treatment time frame is at least a year. Their patients are committed, abide by the policies in place and chose to come daily, or as often as needed, to the Center to be medicated in order to break the cycle of addiction.

Jesse Perry, with Walt Perry Realty, approached the podium to speak in favor of the McLeod Center. Their company has managed this property for over ten years and has to have clearance in order to enter the building due to security. The Center has not had any crime occur in the time they have operated in their current location. The patients are everyday working people, some with young children, and not drug dealers. The patients come in to the Center and leave in a short amount of time and are not allowed to linger outside.

No notices are required to be mailed to the adjoining property owners prior to the Planning Board meeting, but legal notices will be mailed at least ten days prior to the City Council Regular meeting.

Rob McCain, a resident of Union County and a Board Member for McLeod, approached the podium and said he is in favor of and showed support for the McLeod Center and this request. He said his biggest fear is not having this non-profit facility in Union County. Atrium and Daymark give their support and work together with the McLeod Center to treat these patients. This allows another resource to make the regulated treatment of addiction smoother for the patient. There has been a law enforcement presence on the Board almost every year Mr. McCain was on it. It is an important partnership.

The difference between Ground 40 and the McLeod Center is that Ground 40 is an abstinence-based, Christian program who does not allow medication as opposed to the McLeod Center who uses medication to provide rehabilitative care for their patients.

There were no other individuals there to speak in favor of this project and no one to speak against this project.

**Motion:** **Richard Yercheck made a motion to adopt Resolution recommending approval of the Land Use and Transportation Plan compliance. What we are deciding is to move them from 74 on corridor where we are trying to develop a corridor into the City where we would like to have nicer restaurants and buildings. Certain people will be impacted, but none of them showed up this evening. If we approve, it goes to City Council and they will all be notified and have an opportunity to speak at City Council. Planning Board approving this project isn't going to approve them in the County or the City. They are here providing services already. It would put them**

closer to the hospital and in an area where we want all of our medical to be. It would also free up some space where, I think, we would have a better opportunity to have a nicer restaurant or office building. No disrespect, but I am not going to move my financial planning firm next door to the methadone clinic on 74. If I wanted to move my firm to the hospital, I would expect to have Daymark and the free clinic. This is where it belongs. We don't want them at the old video center and we don't want them downtown in the social district. We eventually will not want them on 74 when someone wants to come in and develop that area. I think the right place for them to be is by the hospital. These folks are coming out at 6:30am and they are gone by 12:30pm. This is not a place where people are going in and out all day long. So, to the 500 feet, the kids are in school and, if the high school kids are going to hang out down there, it is a different population at Monroe. My daughter graduated from there. That being said, I like it being there then where it currently is. I don't want to lose them because, between blue collar and white collar and no job, we have people going out there getting services that are required. If they have to drive to Charlotte to get the services at some point in time, they are less likely to go.

**Second:** Pamela Duda

In answer to some of the Board Member's questions, Keri Mendler said the 500-foot distance requirement was from existing facilities as well as residential and schools. Again, the Daymark is adjacent to this proposed facility location. The yellow that you see to the southwest is the residential that is within the 500-feet. The red line on the map is the 500-foot buffer. Just to clarify, rehabilitative clinics are only allowed in the Office Medical zoning district with a Special-Use Permit with these 500-foot distance requirements. The only reason we are here tonight, instead of at the Board of Adjustment, is because of that distance requirement. Monroe High School is not within the red lines and is over 500-feet. It is the residential to the southwest that is within the 500-feet. For staff's recommendation, approval may not be recommended anywhere, but the fact that this is surrounded by existing medical, is in close proximity to the hospital and they can work together with Daymark is why staff recommends approval even though it does not meet the requirements. It is on a case-by-case basis. For Planning Board, the public was not required to be notified. Before it goes to Council, the public will be notified. Planning Board is a recommendation body so it will move forward and Council will decide.

Richard Long, City Attorney, stated it will go before Council regardless of how the Planning Board votes.

**Action:** The motion to approve failed with the following votes:

**AYES:** Richard Yercheck, Pamela Duda,

**NAYS:** Jennifer Smith, Archie Morgan, Maryann Rasberry, Daryle Anderson

**Motion:** Richard Yercheck made a motion to adopt the Ordinance amending Code of Ordinances-Title XV: Land Usage, Chapter 157.1.2.1 Office Zoning Map.

**Second:** Pamela Duda

**Action:** The motion to approve failed with the following votes:

**AYES:** Richard Yercheck, Pamela Duda,

**NAYS:** Jennifer Smith, Archie Morgan, Maryann Rasberry, Daryle Anderson

**Item 6. Zoning Map Amendment request for property located at 2691 West Roosevelt Boulevard (Tax Parcel #: 09-301-062)**

Megan Brightharp, Planner 1, presented. The applicant, SXCW Properties II, LLC is requesting a zoning map amendment from Conditional District “RH Properties” to Conditional District Commercial in order to allow a car wash, a gas stations, and neighborhood business uses and standards. In 2007, this address was rezoned from R-20, Residential Low Density, to Conditional District “RH Properties” to include five restaurant and retail / office buildings. However, development for this project did not move forward. A copy of the site plan has been included showing the proposed car wash and gas station at 2691 West Roosevelt Boulevard. The site plan shows the entrance on West Roosevelt as well as the car wash building, the vacuum and vacuum pumps, the canopy and the proposed parking.

The applicant requested a deviation from the ordinance requirements to allow a Type 1, 10-foot landscape buffer and a 6-foot high fence along the Southeastern property line instead of the required Type 4, 50-foot landscape buffer. The applicant has also proposed to exceed the buffer requirement along Arnold Drive and has proposed a Type 2, 20-foot landscape buffer instead of the required Type 1, 10-foot landscape buffer.

The project is required to provide 5% open space, which is 0.26 acres and will include one small open space type. The applicant is proposing .53 acres of open space to include an outdoor seating area measuring approximately 1,100 square feet. An additional small open space type will be required for lot 2 at the time of development.

The applicant is proposing to include nine parking spaces separate from the car wash vacuum stations and fueling stations. Parking for lot 2 will be determined at the time of development based on the use.

A 10’ concrete multiuse path along the front of this site will be constructed as a part of a future NCDOT project.

The ordinance requires 10% tree save area. The applicant has complied with this requirement and is proposing .53 acres or 10% tree save area. A tree survey was provided which depicted all trees on the site that were greater than seventy-five (75) inches in circumference and trees twenty-five (25) inches in circumference within the required buffer areas. The developer has identified six (6) trees that will need to be removed and mitigated; the developer has met the ordinance requirements for mitigation.

The exterior building materials for the project will include brick, EIFS, aluminum curtain wall and storefront, and metal paneling. The proposed elevations were provided of the proposed car wash, as well as other site features, which includes the canopies, fuel pumps and the dumpster enclosure.

The Land Use and Transportation Plan indicates this project is primarily located in the Community Corridor Designation. The Designation generally covers most of US 74 and areas adjacent to intersecting major streets. The area serves as a primary conduit to downtown, the epicenter of the city’s commercial activity, and the spine of the community with critical connections to major employers and activity centers.

Planning staff is of the opinion the development of a car wash, a gas stations, with neighborhood business uses and standards at this location is consistent with the Land use and Transportation Plan because it will locate a commercial use along a corridor with high traffic volume. The developer held a neighborhood meeting on December 18, 2024 to discuss the project with local residents. The general consensus was

that, while some were not in support of the project, the major concern was the ingress and egress onto Arnold Drive and bringing commercial traffic into the residential community for those who are trying to reach the red light on Carroll Street.

A rezoning notification sign will be posted 10 days prior to the public hearing. Official rezoning notification letters will be sent to the adjacent property owners located within at least 150 feet, 10 days prior to the public hearing. Planning staff recommends approval of the rezoning.

The Board began with questions for Megan Brightharp and with discussion. There is no convenience store, but a car wash, fuel pumps and a concession cabinet with vending machines. Arnold Drive is a city-maintained road. When going through a TRC Review, the only comments about the driveway from engineering was that they could only have one (driveway) so they abandoned the one that exists. There was community involvement in the 2007 rezoning process as well. Keri Mendler said the egress was heavily discussed at that time and was not approved so that the entrance and exit would be on Hwy 74 only. There is concern about the safety and buffering in place in order to put a gas station so close to a subdivision. There were no concerns or comments from the Fire department at TRC, but a fire apparatus could be brought in. No traffic study was required.

Matthew Kirchner, with Eagle Engineering, approached the podium. He began answering questions regarding the buffer request. The deviation is putting a fence in instead of have to widen to landscape. The deviation is because it is residential. There is already a tree buffer so a fence would be better than planting more trees as a buffer. To the south, near the residential houses, there is a large planned area with trees so it is a larger buffer to have more of a cushion. The egress part is so that there is access to the light on 74. It would be more convenient for anyone going towards Charlotte or into Rolling Hills from this area. This will bring close to fifty jobs and will help the City with taxes. There is the Planning Board's option to deny the driveway onto Arnold Drive, but his client is adamant about the need to service this property with access to the light at Carroll Street.

The Board asked questions about cars and gasoline trucks exiting off of Arnold Drive. There were also concerns about the environmental effects and fumes for the residents living on Arnold Drive.

There was no one else to speak in favor of the project. There were numerous citizens to speak against it.

Freddie Kirk, at 2540 Arnold Drive, said this is a sixty-year old, quiet, peaceful neighborhood with all ages. There are no sidewalks and a narrow road around the pond. He said this is the wrong project for this location. He showed how close his and other's homes are to this project. In quoting the Planning Board's Mission Statement online, he does not feel this will "enhance their quality of life." Traffic, noise, air, soil, water and light pollution are many of his growing concerns. He requests this project move to another location. They would entertain the idea of a restaurant in this location, but not exiting on Arnold Drive. He is against the project in general.

Mary-Kate Scurlock, at 2538 Arnold Drive, approached the podium to speak against this project. She brought data about the environmental impact of gas stations and car washes close to a residential area. She was previously an Environmental Health and Safety Engineer at 3M Scott Fire and Safety and is now an Environmental Health and Safety Advisor at the Anson County Landfill Group. She presented the negative health impact of the project to the neighborhood residents. Another concern is the impact on Monroe's water infrastructure. Insurance on residential homes may be highly impacted.

Paul Keane, resident of Arnold Drive, disputed the viability of the project's need for traffic to exit on Arnold Drive. Traffic can enter and exit on Highway 74. A letter was given to Megan against the project.

Vic Little, at 2535 Arnold Drive, spoke against the project. The problem of speeders and lack of speed humps on Arnold Drive makes it dangerous for the residents. Tractor trailers and dump trucks use Arnold Drive to bypass the speed humps. Arnold Road is not able to support commercial traffic. The retention pond already brings frogs and mosquitos and an additional retention pond will make the problem worse.

Kristina Rodriguez, at 2534 Arnold Drive, spoke against the project. Her family lives there and they have updated the house to raise their children there. She is worried about her family's safety in their yard and neighborhood with a gas station so close to their home. Traffic and loitering is her biggest concern.

Kimberly Belmont, at 2539 Arnold Drive, brought her young daughter, Caroline, and spoke against the project. There are at least five children in their area and she is concerned for her daughter's safety as well as the neighborhood children's safety when playing in their yards.

Matthew Kegel, at 2538 Arnold Drive, spoke against the project. He has environmental and safety concerns with this project being near his home.

**Motion:** Pamela Duda made a motion to recommend adoption of the Resolution denying Land Use and Transportation Plan Compliance, authorization for staff to draft the resolution based on the reason(s) provided and authorization for the Chair to sign the resolution, at a later date. We have an obligation to preserve the character of the existing neighborhood and this egress in this development would deny that and deny the neighborhood.

**Second:** Daryle Anderson

**Action:** The motion passed with the following votes:

**AYES:** Jennifer Smith, Richard Yercheck, Archie Morgan, Maryann Rasberry  
Daryle Anderson, Pamela Duda

**NAYS:** None

**Motion:** Pamela Duda made a motion to recommend denial of the zoning map amendment.

**Second:** Archie Morgan

**Action:** The motion passed with the following votes:

**AYES:** Jennifer Smith, Richard Yercheck, Archie Morgan, Maryann Rasberry  
Daryle Anderson, Pamela Duda

**NAYS:** None

Daryle Anderson commented and commended the community coming together with a shared desire and encouraged them to get together and present their issues, such as speeding, to the Council.

**Item 7.** Statutory Update – Richard Long, City Attorney

**Item 8.** Legislative Agenda Discussion/Presentation (See Attached- Committee Meetings) -  
Lisa Hollowell, Assistant City Manager

**Item 9.** Planning Board Discussion – No Discussion

**Item 10.**      **Next Meeting: February 5, 2025 at 6pm**

**Item 11.**      **Adjournment**

**Motion:**      **Richard Yercheck made a motion to adjourn.**

**Second:**      **Pamela Duda**

**Action:**      **The motion to adjourn passed with the following votes:**

**AYES: Jennifer Smith, Richard Yercheck, Archie Morgan, Maryann Rasberry  
Daryle Anderson, Pamela Duda**

**NAYS: None**

The meeting was adjourned at **8:23 p.m.**

*Respectfully Submitted,*

Jennifer Smith, Chair  
**Planning Board**

Kimberly Davis  
**Secretary to the Board**

DRAFT



**STAFF REPORT**

**TO:** Planning Board  
**DATE:** May 7, 2025  
**FROM:** Lisa Stiwinter, Director of Planning and Development  
**PREPARED BY:** Megan Brightharp, Planner  
**SUBJECT:** Zoning Text Amendment Request to the Unified Development Ordinance (UDO)

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**SUMMARY STATEMENT**

Planning Board is requested to consider a zoning text amendment to Code of Ordinances-Title XV: Land Usage, Chapter 157, Section 7.5: Accessory Uses and Accessory Structures.

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**REVIEW**

Shawn Lange, on behalf of the Good Steward Ministries, has requested the Planning Board consider a text amendment to section 7.5: *Accessory Uses and Accessory Structures* of the Unified Development Ordinance. The purpose of the text amendment is to add additional language addressing donation bins.

Currently, Section 157.7.5.B of the UDO states that donation bins “shall only be located in the General Business (GB) zoning district.” The proposed text amendment aims to provide language to allow donation bins in additional zoning districts to include Neighborhood Business (NB), Community Corridor Mixed-Use 1(CC-MX1), Regional Corridor Mixed-Use (RC-MX), and Conditional Districts (CD).

The previous addition of donation bin regulations to the Unified Development Ordinance was meant to address an ongoing concern of the increased number of donation bins that were arbitrarily being placed throughout the City and not being properly maintained. At that time, the General Business (GB) zoning district was designated as an appropriate district for donation bins because it is the largest commercial district and most inclusive. Commercial zoning districts are intended to minimize incompatibilities from dissimilar uses and minimize the impacts of commercial

activities on residential uses. Because of this, planning staff agrees with the addition of Neighborhood Business (NB) as an appropriate zoning district for donation bins.

Mixed-used zoning districts are meant to accommodate developments containing a variety of compatible uses. While mixed-use district may include a selection of commercial uses, they are not wholly commercial in nature and are meant to include housing, shopping, working, and recreational options in close proximity to one another. Planning staff does not agree with the recommendation to include CC-MX1 and RC-MX as permissible zoning districts for donation bins because it will allow them to be located in areas that may not include any commercial uses or other uses such as professional office, medical office, or residential.

While the City of Monroe has Conditional Districts that are commercial, a vast majority of the Conditional Districts that have been approved are for residential developments. Planning staff does not agree with adding Conditional Districts as permissible locations for donation bins because it creates the opportunity for them to be located in residential neighborhoods.

**RECOMMENDATION**

Planning staff recommends approval to include Neighborhood Business in the proposed text amendment. Planning staff recommends denial of the inclusion of Community Corridor Mixed-Use, Regional Corridor Mixed-Use, and Conditional Districts in the presented text amendment.

**Planning Board will need to take action on the following items:**

| APPROVAL  | DENIAL  |
|---|---|
| 1. Motion to adopt Resolution <i>Approving</i> Land Use and Transportation Plan compliance and authorization for staff to draft the resolution based on the reason(s) provided and authorization for the Chair to sign the resolution | 1. Motion to adopt Resolution <i>Denying</i> Land Use and Transportation Plan Compliance and authorization for staff to draft the resolution based on the reason(s) provided and authorization for the Chair to sign the resolution |
| 2. Motion to adopt the Ordinance amending Code of Ordinances-Title XV: Land Usage, Chapter 157: Section 7.5: Accessory Uses and Accessory Structures  | 2. Motion to deny the zoning text amendment   |

Attachments:

1. Approval Resolution: R-2025-xx
2. Denial Resolution: R-2025-xx
3. O-2025-xx

**RESOLUTION APPROVING LAND USE AND TRANSPORTATION  
PLAN COMPLIANCE  
R-2025-xx**

**WHEREAS**, in accordance with the provisions of North Carolina General Statute 160D-605, the Planning Board does hereby find and determine that the adoption of the zoning text amendment to amend Chapter 157, Section 7.5: *Accessory Uses and Accessory Structures* is consistent with the Land Use and Transportation Plan because: \_\_\_\_\_

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**NOW, THEREFORE, BE IT RESOLVED** that the Planning Board of the City of Monroe recommends adoption of the Resolution Approving Land Use and Transportation Plan Compliance to amend Section 7.5: *Accessory Uses and Accessory*

Adopted this 7<sup>th</sup> day of May, 2025

\_\_\_\_\_  
Jennifer Smith, Planning Board Chair

Attest:

\_\_\_\_\_  
Kimberly Davis, Secretary to the Planning Board

**RESOLUTION DENYING LAND USE AND TRANSPORTATION  
PLAN COMPLIANCE  
R-2025-XX**

**WHEREAS**, in accordance with the provisions of North Carolina General Statute 160D-605, the Planning Board does hereby find and determine that the adoption of the zoning text amendment to amend the Chapter 157, Section 7.5: *Accessory Uses and Accessory* is not consistent with the Land Use and Transportation Plan because:

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**NOW, THEREFORE, BE IT RESOLVED** that the Planning Board of the City of Monroe recommends adoption of the Resolution Denying Land Use and Transportation Plan Compliance to amend Section 7.5: *Accessory Uses and Accessory*

Adopted this 7<sup>th</sup> day of May, 2025

\_\_\_\_\_  
Jennifer Smith, Planning Board Chair

Attest:

\_\_\_\_\_  
Kimberly Davis, Secretary to the Planning Board

**ORDINANCE TO AMEND CITY OF MONROE CODE OF ORDINANCES  
TITLE XV: LAND USES  
CHAPTER 157: ZONING CODE  
O-2025-XX**

**Preamble**

Pursuant to authority conferred by Chapter 160D-701 of the North Carolina General Statutes, as amended and for the purpose of promoting the health, safety, morals, or general welfare of the inhabitants of the City by lessening congestion in and around the streets; securing safety; preventing the overcrowding of land; avoiding undue congestion; and facilitating the adequate provision of transportation,

**BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF MONROE THAT TITLE XV, CHAPTER 157: ZONING CODE OF THE CITY OF MONROE CODE OF ORDINANCES BE AMENDED AS FOLLOWS:**

**TEXT AMENDMENT**

**Section 1.** Amend §157.7.5 “Accessory Uses and Accessory Structures” as follows:

B. Donation Bins. Donation Bins shall comply with the following standards.

1. Shall only be located in the General Business (GB), Neighborhood Business (NB), Community Corridor Mixed-Use 1 (CC-MX1), Regional Corridor Mixed Use (RC-MX), and Conditional District (CD) zoning districts.

**Section 2.** This Ordinance shall be effective upon adoption.

Adopted this 10<sup>th</sup> day of June, 2025.

Attest:

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Robert A. Burns, Mayor

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Bridgette H. Robinson, City Clerk



**STAFF REPORT**

**TO:** Planning Board

**DATE:** May 7, 2025

**FROM:** Lisa Stiwinter, Planning and Development Director

**PREPARED BY:** Keri Mendler, Senior Planner

**SUBJECT:** Zoning Text Amendment to Section 157.7.3 titled “Temporary Uses” of the Unified Development Ordinance (UDO).

**SUMMARY STATEMENT**

Planning Board is requested to consider a zoning text amendment to Code of Ordinances - Title XV: Land Usage, Chapter 157, Section 7.3 titled “Temporary Uses”.

**REVIEW**

Planning Board is requested to consider a text amendment to section 7.3 titled Temporary Uses. The purpose of this text amendment is to add clarifying language on where temporary uses can locate while also removing a restrictive and redundant section for produce stands.

The ordinance currently only allows produce stands to operate between May 1 and October 31. Planning staff has received requests for produce stands to sell crops in the late fall and early spring and the ordinance does not currently allow produce stands to operate at these times. Staff is recommending to remove the specific standards for produce stands and treat them as general retail sales for temporary use permits which will follow the general standards for temporary uses.

**RECOMMENDATION**

Planning staff recommends approval of the text amendment.

Planning Board will need to take the following action:

|                 |               |
|-----------------|---------------|
| <b>APPROVAL</b> | <b>DENIAL</b> |
|-----------------|---------------|

|   |  |
|---|--|
| <p>1. Motion to adopt Resolution recommending <i>approval</i> of the Land Use and Transportation Plan compliance.</p> | <p>1. Motion to adopt Resolution recommending <i>denial</i> of the Land Use and Transportation Plan Compliance, authorization for staff to draft the resolution based on the reason(s) provided and authorization for the Chair to sign the resolution</p> |
| <p>2. Motion to adopt the Ordinance amending Code of Ordinances-Title XV: Land Usage, Chapter 157: Section 7.3</p>    | <p>2. Motion to recommend <i>denial</i> of the zoning text amendment</p>   |

Attachments:

1. R-2025-XX Approval
2. R-2025-XX Denial
3. O-2025-XX

**RESOLUTION APPROVING LAND USE AND TRANSPORTATION  
PLAN COMPLIANCE  
R-2025-XX**

**WHEREAS**, in accordance with the provisions of North Carolina General Statute 160D-605, the Planning Board does hereby find and determine that the adoption of the zoning text amendment to amend the Code of Ordinances-Title XV: Land Usage, Chapter 157, Section 7.3 Temporary Uses is consistent with the Land Use and Transportation Plan because the Plan states Monroe will be a vibrant community that will be a great place to live and work and the proposed text amendment removes restrictive and redundant language to allow area farmers to sell produce at all times of the year.

**NOW, THEREFORE, BE IT RESOLVED** that the Planning Board of the City of Monroe adopts the Resolution Approving Land Use and Transportation Plan Compliance to amend Section 7.3 Temporary Uses.

Adopted this 7<sup>th</sup> day of May, 2025

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Jennifer Smith, Planning Board Chair

Attest:

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Kimberly Davis, Secretary to Planning Board

**RESOLUTION DENYING LAND USE AND TRANSPORTATION  
PLAN COMPLIANCE  
R-2025-XX**

**WHEREAS**, in accordance with the provisions of North Carolina General Statute 160D-605, the Planning Board does hereby find and determine that the adoption of the zoning text amendment to amend the Code of Ordinances-Title XV: Land Usage, Chapter 157, Section 7.3 Temporary Uses is not consistent with the Land Use and Transportation Plan because:

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**NOW, THEREFORE, BE IT RESOLVED** that the Planning Board of the City of Monroe adopts the Resolution Denying Land Use and Transportation Plan Compliance to amend Section 7.3 Temporary Uses.

Adopted this 7<sup>th</sup> day of May, 2025

\_\_\_\_\_  
Jennifer Smith, Planning Board Chair

Attest:

\_\_\_\_\_  
Kimberly Davis, Secretary to Planning Board

**ORDINANCE TO AMEND CITY OF MONROE CODE OF ORDINANCES  
TITLE XV: LAND USES  
CHAPTER 157: ZONING CODE  
O-2025-XX**

**Preamble**

**Pursuant to authority conferred by Chapter 160D-701 of the North Carolina General Statutes, as amended and for the purpose of promoting the health, safety, morals, or general welfare of the inhabitants of the City by lessening congestion in and around the streets; securing safety; preventing the overcrowding of land; avoiding undue congestion; and facilitating the adequate provision of transportation,**

**BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF MONROE THAT TITLE XV, CHAPTER 157: ZONING CODE OF THE CITY OF MONROE CODE OF ORDINANCES BE AMENDED AS FOLLOWS:**

**TEXT AMENDMENT**

**Section 1.** Amend Section §157.7.3.C titled “**General Standards for Temporary Uses and Structures**” as follows:

- C. General Standards for Temporary Uses and Structures.** All temporary uses and structures shall comply with the following standards, unless otherwise specified in this UDO.
1. Temporary uses shall be in compliance with all applicable provisions of this UDO.
  2. Duration of temporary use shall be less than sixty (60) days, unless otherwise specified below, and a period of at least thirty (30) days shall intervene between the termination of one (1) period and the issuance of another temporary use permit for the same location.
  3. Any temporary use that shall exist beyond sixty (60) days, or special event exceeding twenty (20) days and three (3) consecutive weekends total, shall require the issuance of a Special Use Permit by the Board of Adjustment in accordance with Section 3.4.9: Special Use Permits.
  4. Temporary uses shall not violate the applicable conditions of approval that apply to a site or use on the site.
  5. Temporary uses shall feature hours of operation compatible with adjacent uses, shall not generate noise which may disrupt adjacent land uses, shall remove any litter generated at no expense to the City, and shall have parking accommodations arranged so not to disrupt the normal flow of traffic.

6. The property where the temporary use is locating must have a primary use. An example of a primary use includes a building with an active use or an improved stand-alone parking lot. An unimproved grass or dirt lot is a not a primary use.
7. Written permission of the property owner shall be required for any temporary use permit.
8. The temporary use shall have all appropriate permits and licenses from the City and other agencies.
9. No temporary use permit shall block fire lanes or pedestrian or vehicular access.
10. Adequate parking shall be provided.
11. Temporary uses shall not be located in required parking, landscaping, or vegetated areas.
12. Evidence that adequate provisions for trash disposal and sanitary facilities shall be provided.
13. The site of the temporary use shall be cleared of all debris at the end of the use.
14. There shall be adequate on-site restrooms facilities (as appropriate) for the temporary use.
15. All structures shall be cleared from the site within five (5) days after the use is terminated.
16. The Director may require the applicant post a bond to ensure compliance.
17. If the temporary use permit requires additional services or equipment on behalf of the City, the applicant shall be required to pay the City for the cost of these services or equipment.

**Section 2.** Delete §157.7.3.D.1 titled “Produce Stands”

~~1. Produce Stands.~~

- ~~a. The produce stand operator must obtain a permit from the Zoning Administrator, which describes the type of sales involved, the location, and the duration of the sales operation;~~
- ~~b. Fresh produce stands are permitted in the RLD, RMD, and GB districts;~~
- ~~c. The owner of the property, if not the same as the outdoor seasonal fresh produce stand operator/owner, shall give written permission to the operator/owner;~~
- ~~d. Fresh produce stands may operate at a site for up to one hundred eighty (180) days but only between May 1 and October 31;~~
- ~~e. Attached signage is permitted at one (1) square foot per linear foot of the structure up to fifteen (15) square feet per street frontage;~~

- ~~f. The use, including all sale items, parking, and maneuvering shall observe a setback of twenty (20) feet and shall not be located in the sight distance triangle;~~
- ~~g. There shall be only one (1) produce stand or periodic retail sales event (either off premise or on premise) or produce sales event held at any one (1) time on a lot;~~
- ~~h. The produce stand operator is responsible for the removal of all trash and spoiled product on a daily basis;~~
- ~~i. Sufficient on-site parking shall be provided on gravel or paved surface area;~~
- ~~j. A sketch plan shall be required of the site showing all structures to be used, access, parking, signage, and setbacks;~~
- ~~k. No additional lighting shall be permitted;~~
- ~~l. Fresh produce stands shall not be permitted in infill neighborhoods; and~~
- ~~m. The entire produce stand including display areas shall be 1,500 square feet or less.~~

**Section 3.** This Ordinance shall be effective upon adoption.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2025.

Attest:

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Robert A. Burns, Mayor

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Bridgette H. Robinson, City Clerk