



REZONING STAFF REPORT

Case: PLAN2509-0001
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Planning Board: November 3, 2025 County Commissioners: November 17, 2025
Requested rezoning from the RA-20R, Residential/Agricultural Zoning District to the Commercial Zoning District

Applicant Information

Owner of Record:

Name: Ron Burgess: B&B Land Holdings, LLC
Address: PO Box 1867
City/State/Zip: Lillington, NC 27546

Applicant:

Name: Greg Bagley
Address: 32 E. Depot Street
City/State/Zip: Angier, NC 27501

Property Description

PIN(s): 0549-91-0349.000 Acreage: +/-6.259
Address/SR No.: Located at the intersection of NC 210 S. and SR 1133, Shawtown Rd. – Lillington

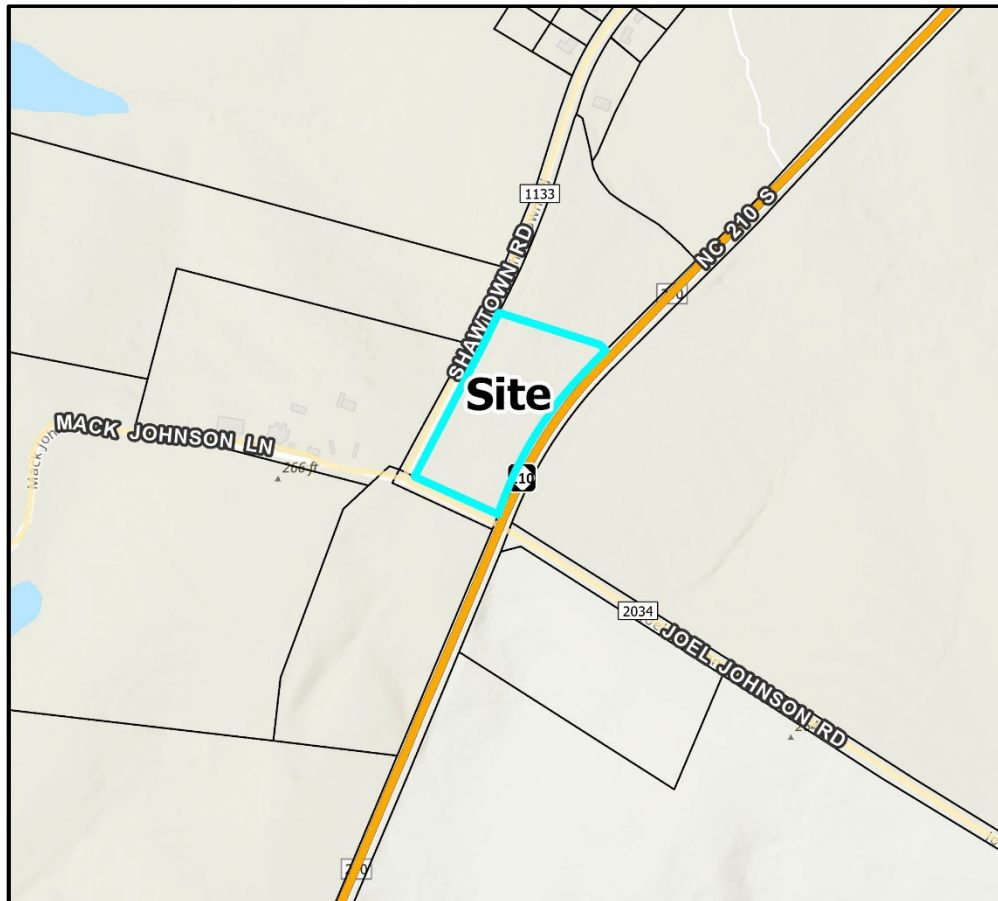
Township:

☐ Anderson Creek
☐ Averasboro
☐ Barbecue
☐ Black River

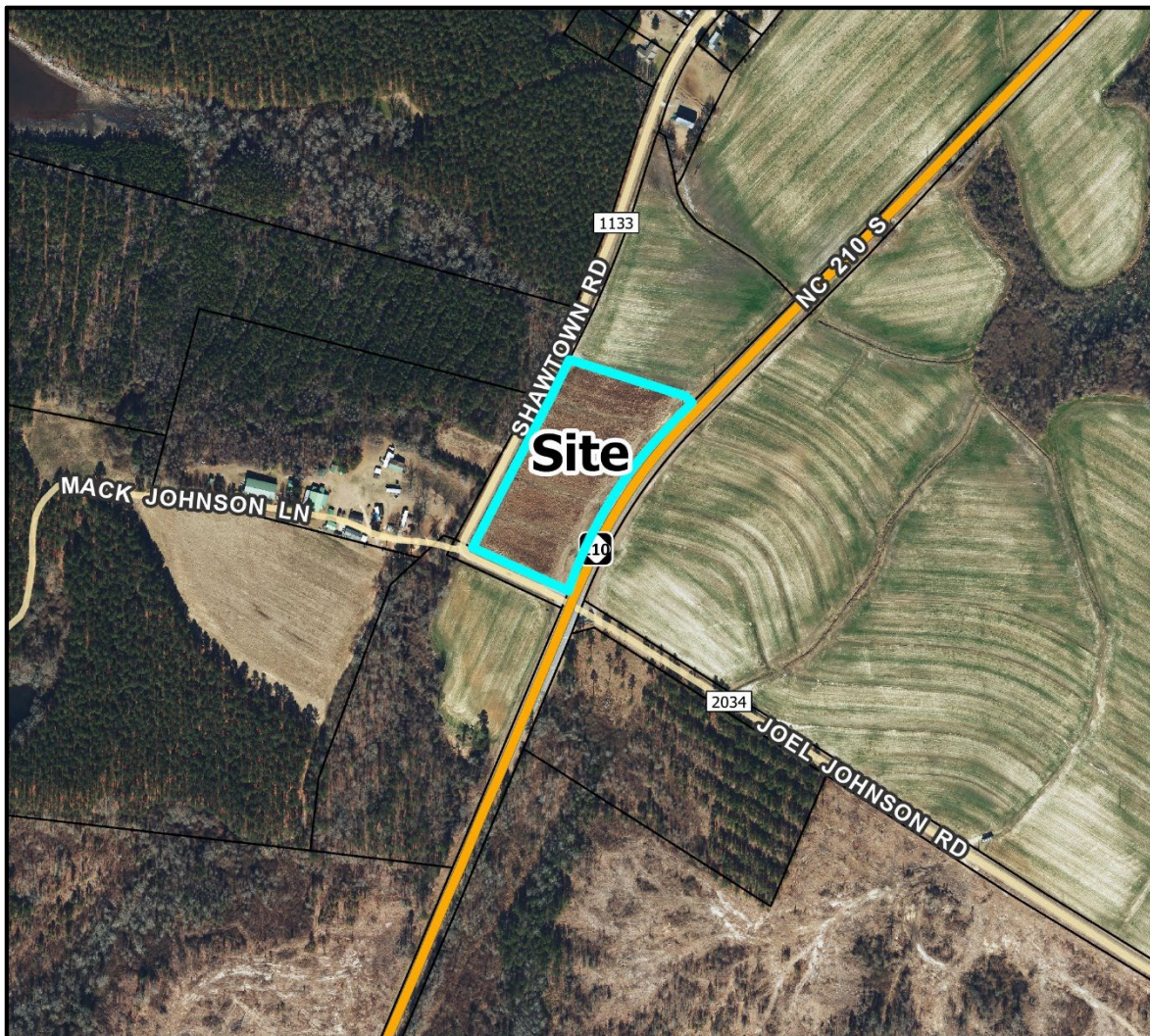
☐ Buckhorn
☐ Duke
☐ Grove
☐ Hectors Creek

☐ Johnsonville
☒ Lillington
☐ Neill's Creek
☐ Stewart's Creek
☐ Upper Little River

Vicinity Map



Physical Characteristics



Site Description: The site consists of a vacant parcel located at the intersection of NC 210 South and Shawtown Road in Lillington. The property features three street frontages—one along NC 210 South and two along Shawtown Road. The site is situated adjacent to a satellite annexation of the Town of Lillington and lies approximately 1 mile outside of the town’s incorporated limits.

Surrounding Land Uses: Surrounding land uses are primarily agricultural, with established residential development to the west.

Background:

This section of the NC 210 S. corridor is changing in character as Lillington continues to expand their current incorporated limits southward through satellite annexations. The property located immediately to the north was recently annexed into the town of Lillington and zoned for light industrial use.

Services Available

Water:

- ☒ Public (Harnett County)
- ☐ Private (Well)
- ☐ Other: Unverified

Sewer:

- ☐ Public (Harnett County)
- ☐ Private (Septic Tank)
- ☒ Other: Public Sewer, Town of Lillington.

Transportation:

The Annual Average Daily Traffic trips for this section of Shawtown Road are 850, and 10,500 for this section of NC 210 South.

Site Distances: North (NC 210 S. Towards Lillington): Good

South (NC 210 S. Towards Fayetteville): Poor due to the hill before the intersection of NC 210 S., Shawtown Rd. and Joel Johnson Rd.

East and West (Shawtown Rd.) Good

Zoning District Compatibility



	Current	Requested
Parks & Rec	X	X
Natural Preserves	X	X
Bona Fide Farms	X	X
Single Family	X	
Manufactured Homes, (with design criteria)	X	
Manufactured Homes	X	
Multi-Family	X	
Institutional	X or SUP	
Commercial Services	SUP	X
Retail		X
Wholesale		SUP
Industrial		
Manufacturing		

The following is a summary list of potential uses. For all applicable uses for each Zoning district please refer to the UDO's Table of Uses

RA-20
Lillington RS10
Lillington Light Industrial
Lillington RS20

Zoning Districts

Requested

COMMERCIAL

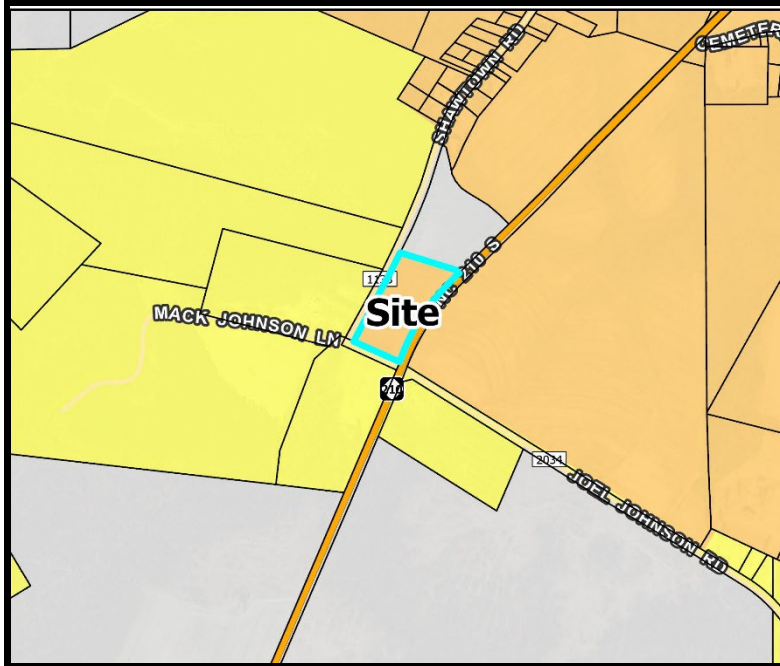
The purpose of the Commercial/Business District (COMM) to accommodate the widest variety of commercial, wholesale, and retail businesses in areas that are best located and suited for such uses.

Current & Surrounding

RA-20R

The RA-20R Residential/Agricultural District (RA-20R) is established primarily to support agricultural and residential development. Inclusive in such higher density residential developments may consist of single-family dwellings, multifamily dwellings, and duplexes.

Land Use Classification Compatibility



- Low Density Residential
- Medium Density Residential
- Municipal/ETJ

	ZONING	LAND USES
	Commercial	Medium Density Residential
Parks & Rec	X	X
Natural Preserves	X	X
Bona Fide Farms	X	X
Single Family		X
Manufactured Homes, Design Regulated		X
Manufactured Homes		X
Multi-Family		X
Institutional	X	X or SUP
Commercial Service	X	SUP
Retail	X	
Wholesale	SUP	
Industrial		
Manufacturing		

The above is a summary list of potential uses. For all applicable uses for each Zoning district, please refer to the UDO's Table of Uses.

Land Use Compatibility

Harnett Horizons 2040 Comprehensive Land Use Plan



MEDIUM DENSITY RESIDENTIAL

Located in areas served by current or planned utilities, medium density residential permits a mix of housing types including single family detached homes, small-lot homes and patio homes. Gross densities of 1-3 dwelling units per acre depending on zoning, utilities, natural features and adjacent development. Smaller lot sizes and some attached housing could be permitted as part of a Compatibility Development, which would also include a higher amount of conserved open space to preserve sensitive environmental areas.

Site Photographs



Across Street

Across NC 210 S. - East



Across Shawtown Rd. -South



Shawtown Rd. - West



North View



Road View

NC 210 S. – North Towards Lillington



NC 210 S. – South towards Fayetteville



Shawtown Rd. – North Towards Lillington



Shawtown Rd. – South



Evaluation

- ☒ Yes ☐ No **A. The proposal will place all property similarly situated in the area in the same category, or in appropriate complementary categories.**

The intersection of NC 210 S. and Shawtown Rd. has been transitioning away from its agricultural and residential character since the recent annexation and rezoning to Light Industrial of the parcel located immediately to the north. Shawtown Rd. and NC 210 N. serve as a boundary between the subject property and properties currently used for non-commercial purposes.

- ☒ Yes ☐ No **B. There is a convincing demonstration that all uses permitted under the proposed district classification would be in the interest of the general public and not merely the interest of the individual or small group.**

All uses permitted in the Commercial Zoning district would be in the interest of the general public because the uses permitted in the Commercial Zoning district will encourage rural businesses and increase investment potential on NC 210 S., a major gateway in Harnett County.

- ☒ Yes ☐ No **C. There is a convincing demonstration that all uses permitted under the proposed district classification would be appropriate in the area included in the proposed change. (When a new district designation is assigned, any use permitted in the district is allowable, so long as it meets district requirements, and not merely uses which applicants state they intend to make of the property involved.)**

There is a convincing demonstration that all uses permitted under the proposed zoning district classification would be appropriate in the area included in the proposed change. The property has access to a major thoroughfare, NC 210 S., is adjacent to a property in the town limits of Lillington zoned "Light Industrial", and has access to the county water system. Additionally, the property has a flat topography and sufficient area to accommodate the uses permitted in the Commercial zoning district.

- ☒ Yes ☐ No **D. There is a convincing demonstration that the character of the neighborhood will not be materially and adversely affected by any use permitted in the proposed change.**

There is a convincing demonstration that the character of the neighborhood will not be materially and adversely affected by the uses permitted in the requested zoning district. The uses permitted in the Commercial zoning district are more compatible with the uses permitted in the town of Lillington's Light Industrial zoning classification than uses permitted in the current zoning district, RA-20R. Further, the County may experience benefits from future commercial development such as an increase in employment opportunities and local investment.

- ☐ Yes ☒ No **E. The proposed change is in accordance with the comprehensive plan and sound planning practices.**

Harnett County Future Land Use Map

The proposed rezoning to Commercial is not compatible with the current land use classification, Medium Density Residential. Approval of the proposed rezoning to Commercial will automatically amend the future land use classification to "Commercial Mixed Use".

- **Commercial Mixed Use:** These areas are located along major roads and include a mix of commercial land uses and some residential uses. This character area is home to medium-to-large-scale retail, services, restaurants, offices and other businesses. Residential uses may include single-family homes, townhomes, missing middle housing types and occasionally apartments.

Procedure for Amending the Future Land Use Classification When in Conflict with the Requested Zoning District

Pursuant to G.S. 160D-605(a) :

Land Use Plan Amendments

Made in Conjunction with Zoning Map/Change Amendments

Where a proposed zoning change petition conflicts with the Land Use Plan, the Planning Staff may also request a Land Use Plan amendment, to be considered simultaneously with the zoning district change request, as outlined herein.

A. In such a case, the Planning Board and County Board of Commissioners shall consider the plan amendment proposal and the zoning change petition separately, and shall vote separately on the two (2) items (though the votes may occur simultaneously).

B. The Planning Board shall submit its report and recommendation regarding the Land Use Plan amendment to Board of Commissioners at the same time it submits its report and recommendation regarding the zoning change petition.

C. For the purposes of this Section, Land Use Plan amendments will automatically be advertised in conjunction with the zoning district change request.

Harnett Horizons 2040 Comprehensive Land Use Plan

The proposed change is zoning is in accordance with the following strategies from the Harnett Horizons 2040 Comprehensive Land Use Plan:

Strategy 4C: Encourage investment on potential commercial corridors that will serve as gateways into the County. Major gateways include I-95, US 401, US 421, NC 87, NC 210, NC 55. Other potential gateways could be key entries to proposed village districts.

Strategy 4D: Encourage rural businesses while limiting impacts on existing uses.
D.1: Allow for a variety of small-scale businesses in rural areas.

Sound Planning Practices

The requested change is zoning is in accordance with sound planning practices for the following reasons:

-The parcel will utilize the County's water system and has access to a major throughfare, NC 210 S.

-The property is adjacent to a property located in the town limits of Lillington with a "Light Industrial" Zoning Classification.

-The requested rezoning is in accordance with strategies to encourage more commercial investment in the county.

Suggested Statement-of-Consistency (Staff concludes that...)

As stated in the evaluation, the requested rezoning to **Commercial** would not have an unreasonable impact on the surrounding community. The request is consistent with two strategies outlined in the Harnett Horizons 2040 Comprehensive Land Use Plan that encourage commercial growth. The subject property has access to a major corridor and county water, and it is compatible with the adjacent property to the north, which is zoned Light Industrial within the Town of Lillington's jurisdiction.

Therefore, it is recommended that the requested rezoning is **APPROVED** and the future land use map reclassified as **Commercial Mixed Use**.

Suggested Statement of Reasonableness for Small Scale Rezoning

Standards of Review and Worksheet

TYPICAL REVIEW STANDARDS

The Planning Board shall consider and make recommendations to the County Board of Commissioners concerning each proposed zoning district. The following policy guidelines shall be followed by the Planning Board concerning zoning districts and no proposed zoning district will receive favorable recommendation unless:

- | | | |
|------------------------------|-----------------------------|--|
| ☐ Yes | ☐ No | A. The proposal will place all property similarly situated in the area in the same category, or in appropriate complementary categories. |
| ☐ Yes | ☐ No | B. There is convincing demonstration that all uses permitted under the proposed district classification would be in the general public interest and not merely in the interest of the individual or small group. |
| ☐ Yes | ☐ No | C. There is convincing demonstration that all uses permitted under the proposed district classification would be appropriate in the area included in the proposed change. (When a new district designation is assigned, any use permitted in the district is allowable, so long as it meets district requirements, and not merely uses which applicants state they intend to make of the property involved.) |
| ☐ Yes | ☐ No | D. There is convincing demonstration that the character of the neighborhood will not be materially and adversely affected by any use permitted in the proposed change. |
| ☐ Yes | ☐ No | E. The proposed change is in accordance with the comprehensive plan and sound planning practices. |

☐ GRANTING THE REZONING REQUEST

Motion to grant the rezoning upon finding that the rezoning is reasonable based on **All** of the above findings of fact A-E being found in the affirmative and that the rezoning advances the public interest.

Small Scale Rezoning Evaluation

SMALL SCALE REZONING

Small scale zoning is permissible in North Carolina if it is reasonable. The courts have set out the following four factors to be used in a case-by-case analysis to determine if a particular zoning is reasonable.

REASONABLENESS FINDINGS OF FACT

- ☒ Yes ☐ No A. SIZE OF THE TRACT
The overall size of the tract of land proposed for rezoning is reasonable when compared to the size of the zoning district in which the subject property is located.
- ☐ Yes ☐ No B. COMPATIBILITY WITH A COMPREHENSIVE PLAN
The proposed rezoning is consistent with any comprehensive plan, plan or elements thereof.
- ☐ Yes ☐ No C. IMPACT
The impact to the adjacent property owners and the surrounding community is reasonable, and the benefits of the rezoning outweigh any potential inconvenience or harm to the community.
- ☐ Yes ☐ No D. COMPARISON OF USES
The allowed uses within the proposed zoning district are similar or comparable to uses permitted as currently zoned.

It is at the discretion of the Board to carefully analyze the above criteria to determine if the proposed zoning change would be considered reasonable.

☐ GRANTING A SMALL SCALE REZONING

Motion to grant the small scale rezoning upon finding that the request is reasonable considering one or more of the above findings of fact A-D being found in the affirmative

☐ DENYING A SMALL SCALE REZONING

Motion to deny the rezoning upon finding that the proposed rezoning does not advance the public interest and is unreasonable due to the following:

- ☐ The size of the tract
- ☐ Incompatibility with the comprehensive plan
- ☐ Impact to surrounding community and immediate neighbors
- ☐ Proposes uses are extremely dissimilar to those currently permitted

☐ DENYING THE REZONING REQUEST

Motion to deny the rezoning upon finding that the proposed rezoning does not advance the public interest and is unreasonable due to the following:

- ☐ The proposal will not place all property similarly situated in the area in the same category, or in appropriate complementary categories.
- ☐ There is not convincing demonstration that all uses permitted under the proposed district classification would be in the general public interest and not merely in the interest of the individual or small group.
- ☐ There is not convincing demonstration that all uses permitted under the proposed district classification would be appropriate in the area included in the proposed change. (When a new district designation is assigned, any use permitted in the district is allowable, so long as it meets district requirements, and not merely uses which applicants state they intend to make of the property involved.)
- ☐ There is not convincing demonstration that the character of the neighborhood will not be materially and adversely affected by any use permitted in the proposed change.
- ☐ The proposed change is not in accordance with the comprehensive plan and sound planning practices.
- ☐ The proposed change was not found to be reasonable for a small scale rezoning