Planning & Zoning Commission Meeting

Wednesday, August 5, 2026



THE CITY OF ASHEVILLE
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AGENDA

Administrative

- Land Acknowledgement.
- Approval of minutes from the July 1, 2026 meeting.
- Update from committee liaisons and workgroups.
- Report out on recent legislative and administrative actions.
- Recurring Comprehensive Plan & Development Regulations Update.

Presentations

- Informal presentation on recently approved state legislation and impacts on the UDO

Public Hearings

- Zoning Text Amendments
  - Middle Housing Amendments
- Zoning Map Amendments
  - Rezoning: 23 Heritage Drive

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ADMINISTRATIVE

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ADMINISTRATIVE

- Land Acknowledgement
- Minutes from 7/1/26
- Comprehensive Plan & Development Regulations Update Project
- Update from committee liaisons/workgroups
- Legislative/ Administrative Updates



Council Legislative Updates

- Conditional Zoning for 3862 Sweeten Creek Rd from RM-16 to RES-EXP.
  - Adopted Unanimously at the 7/28 City Council meeting
- Rezoning of 3 S. Tunnel Road from Urban Place to Regional Business.
  - Adopted with 4-2 vote at the 7/28 City Council meeting

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Comprehensive Plan & Development Regulations Update Project

Comp Plan & Development Regulations Update

- Request for Proposals (RFP) posted on March 20th
- Deadline for submissions: April 16th
- Anticipated project start date: August

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PRESENTATIONS
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LEGISLATIVE PUBLIC HEARINGS

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ZONING TEXT AMENDMENTS

Missing Middle Housing Updates –

Modify various sections of the UDO to create additional housing opportunities and remove regulatory barriers to housing development and conform with NC state law.

Amendments in this Package

- Duplex Entitlement Expansion
- Allow Accessory Dwelling Units (ADUs) more broadly and flexibly
- Elimination of Minimum Parking Requirements for all developments city-wide

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ZONING TEXT AMENDMENT

Duplex Entitlement Updates –

Modify Section 7-2-5, 7-8-1(d), 7-16-1(28) to expand zoning permissions for Duplexes and Two-Unit Townhomes

Quick Facts

- Duplexes are currently not allowed in any RS zoning districts.
- Expansion of Housing Allowances & Removal of Regulatory Barriers have been recommended by multiple plans and studies.
- This amendment would allow duplexes in all residential zoning districts and provide the flexibility needed to create ownership opportunities.

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What is a Duplex?







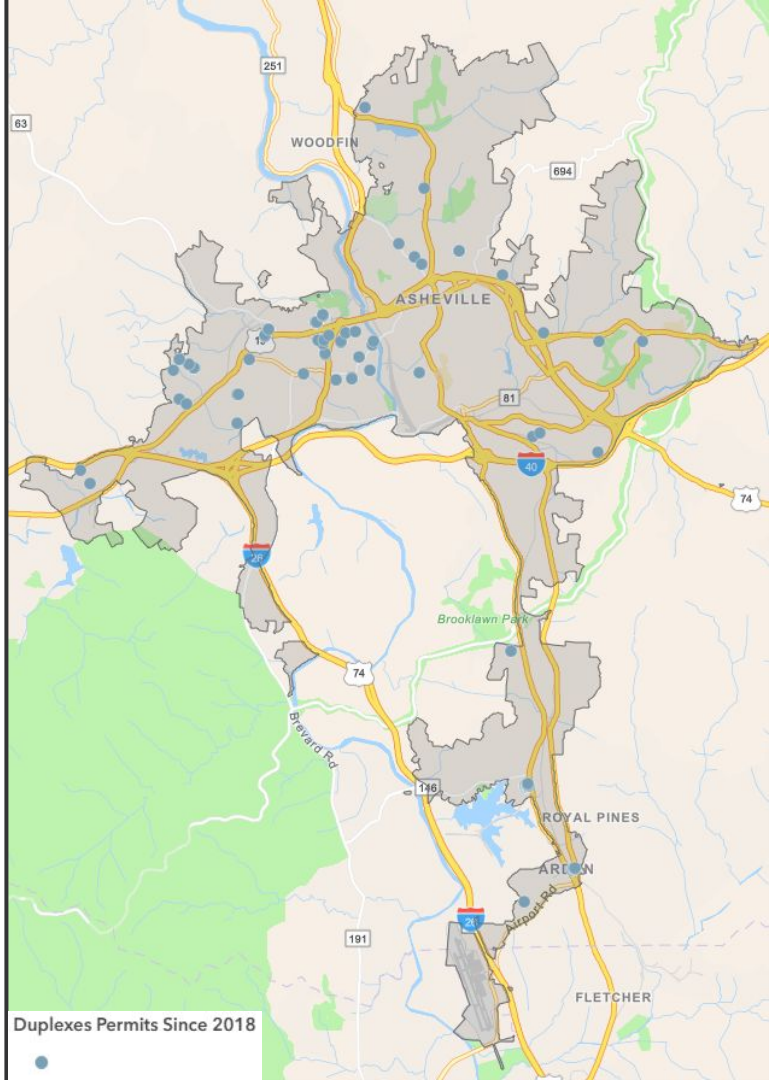
UDO Definition (Sec 7-2-5)

Dwellings, duplex means a building that contains two dwelling units on one lot. The units must share a common wall, floor, or ceiling.

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Duplexes in Asheville

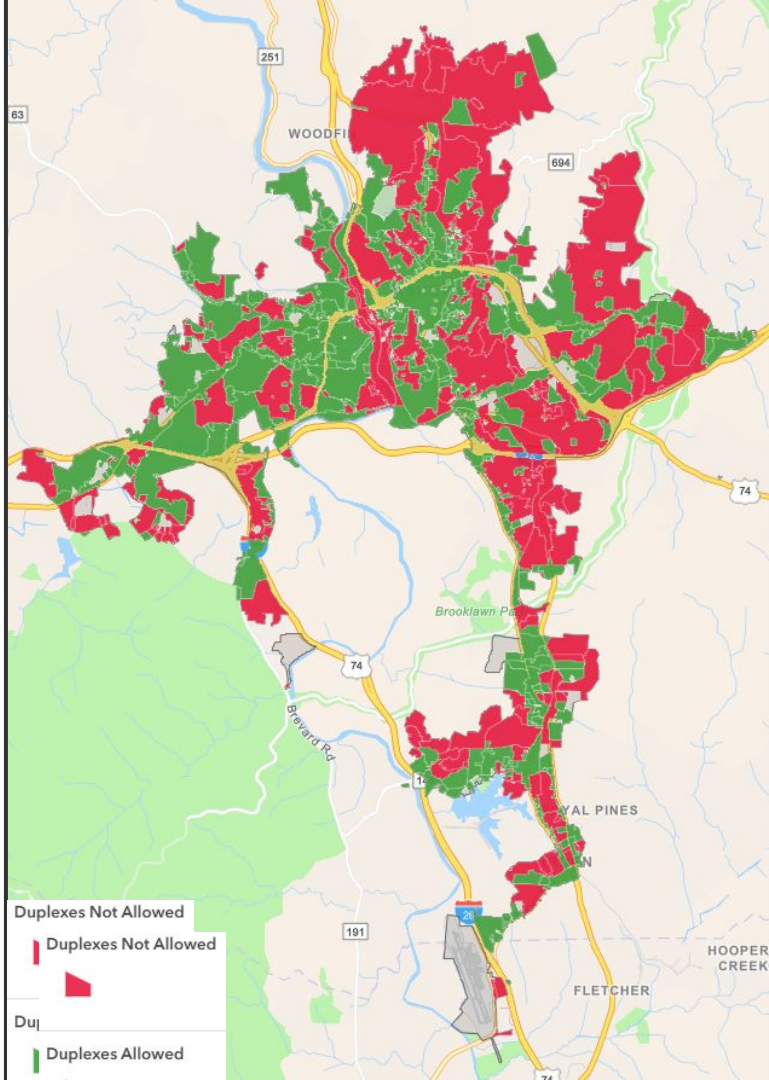
- 18 Permits Applied For
  (Apr 2025 - Apr 2026)
- Currently Allowed in 26 Zoning Districts; none of which are RS.
- This amendment would allow duplexes in all residential zoning districts and some mixed-use districts (such as those in the River Arts Form District) where they are not currently allowed.



Current Zoning Allowances

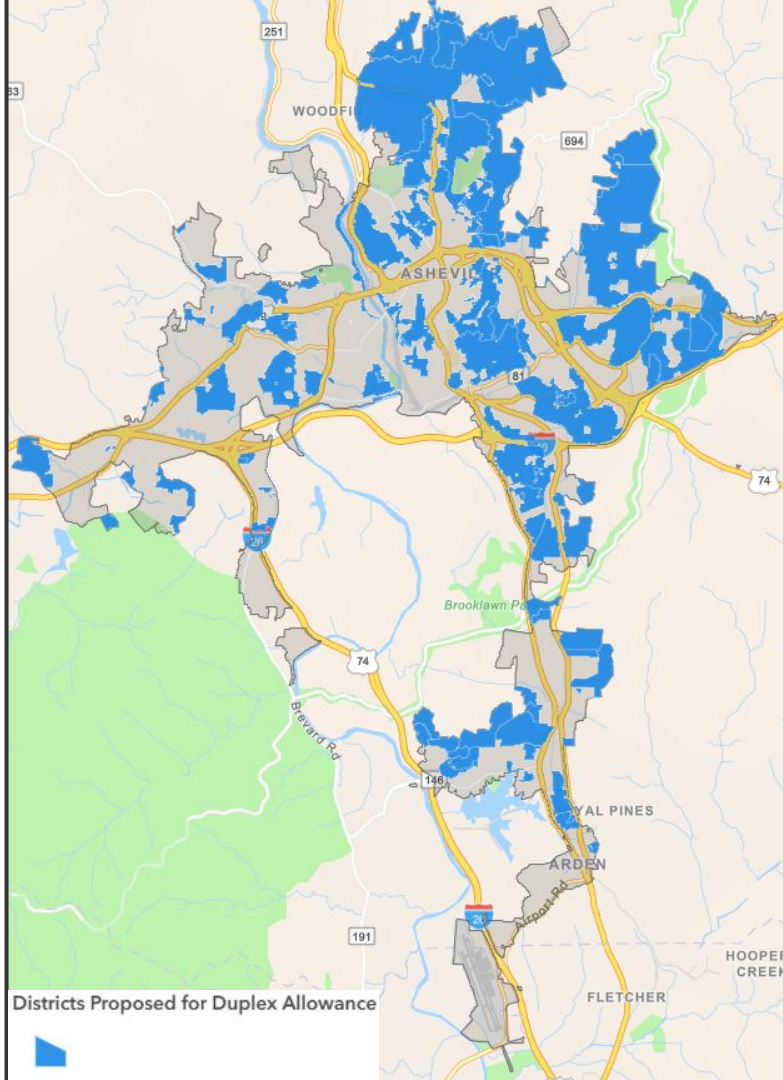
- Allowed in 26 Districts
- Allowed in 15,557 acres
  (51% of City Zoned Land)
- Allowed on 19,539 parcels
  (49% of all parcels)
- Disallowed in 14 Districts
- Disallowed in 13,759 acres
  (45% of City Zoned Land)
- Disallowed on 20,104 parcels
  (47% of all parcels)

*Data excludes the airport which isn't zoned



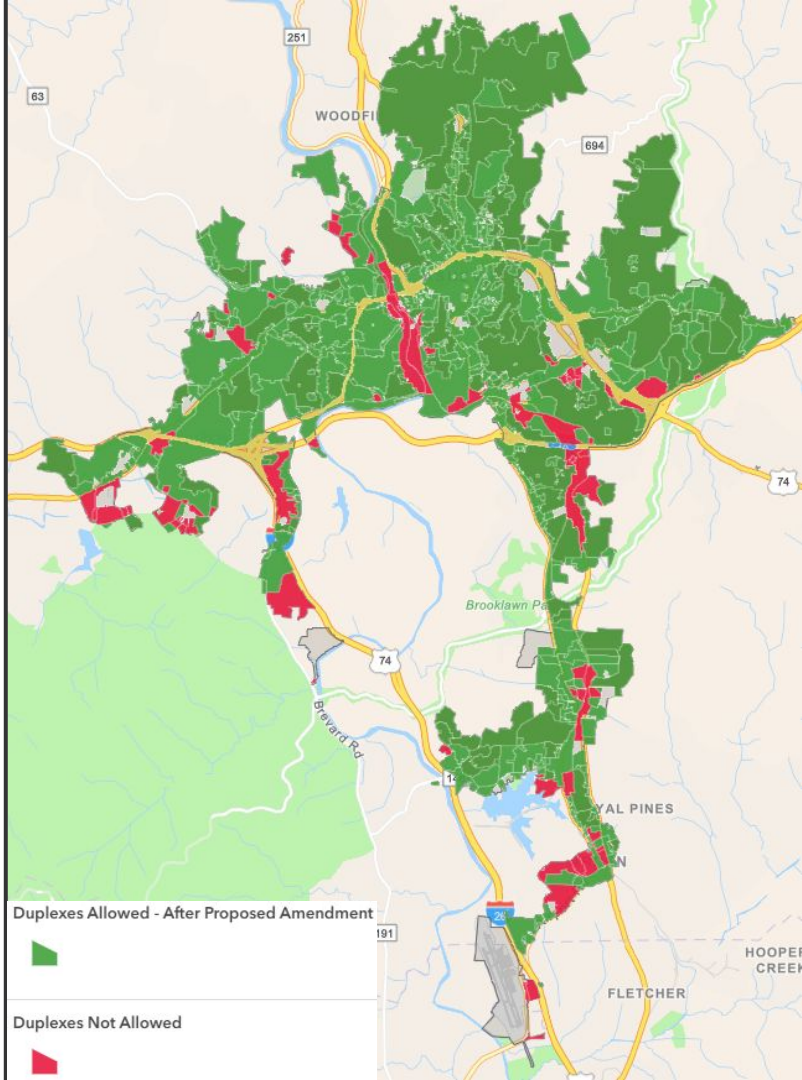
Proposed Zoning Expansion

- Adding the following districts:
  - RS2, RS4, RS8
  - NB
  - RAD-RES, RAD-NT, RAD-LYH
- Adding 12,484 acres
  (41% of City Zoned land)
- To further allow 19,995 parcels
  (43% of all parcels)



Impacts of Amendment

- Increase in Duplex Allowance by:
  - 41% of zoned land area (from 51% to 92%)
  - 10,597 acres of land (from 42% to 92%)
  - 20,049 parcels (from 49% to 99%)

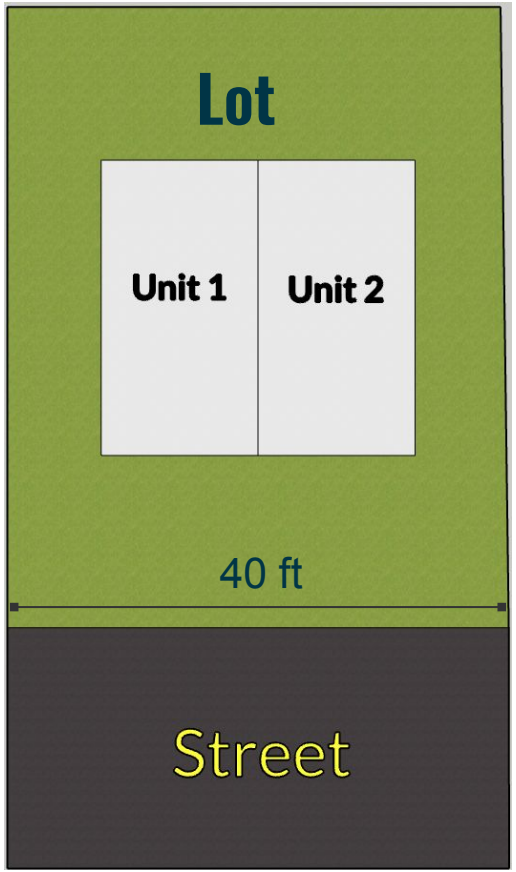


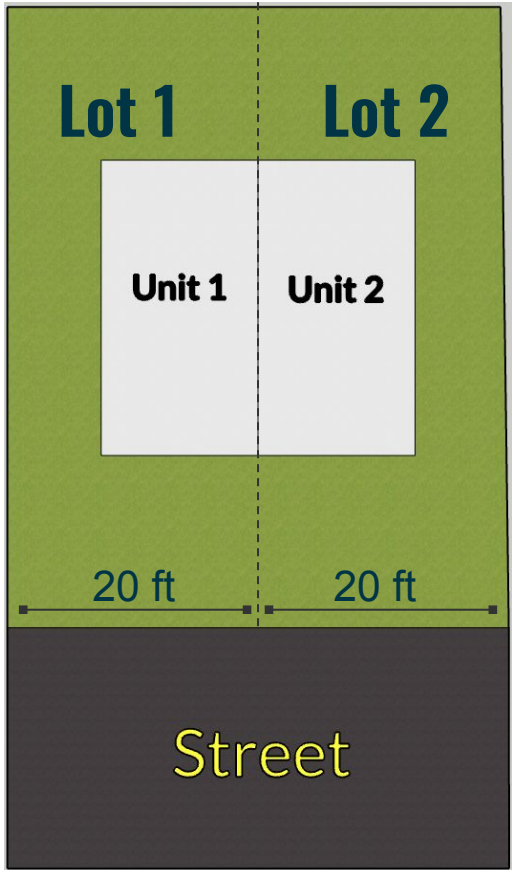
Creating Ownership Opportunities

- Townhouse uses are currently allowed with special standards. These standards allow:
  - Waiver of minimum lot size and width requirements of the zoning district; and
  - Waiver of property line setback requirements where a shared wall exists.
- New special standards for RS zoning districts:
  - Townhouse developments capped at 2 attached units in RS-2, RS-4 and RS-8
  - External side yard requirements (the side without a shared wall) remain in place, ensuring separation between any two-unit townhomes.

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Creating Ownership Opportunities





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Comprehensive Plan Review

Referenced Goal	Strategy	Consistency
Increase and Diversify the Housing Supply	Promoting zoning policies to promote more housing.	✓
Encourage Responsible Growth	Prompting small-scale residential units on residential lots with limits aimed at encouraging compatibility and creating flexibility within the planning, permitting, and construction process.	✓

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Duplex Entitlement Updates

Questions?

Next Up: ADUs

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ZONING TEXT AMENDMENT

Accessory Dwelling Unit Standards

Modify Sections 7-2-5 and 7-14-1 to allow larger ADUs, ADUs with a duplex and remove the requirement to provide a parking space with an ADU.

Quick Facts

- ADUs are currently limited to 70% of the primary structure size or 800 square feet
- This amendment would allow ADUs to increase in size **up to 90% of the primary structure size or 1,200 square feet**
- ADUs are currently only allowed on a single-family lot
- This amendment would allow ADUs on duplex lots as well
- This amendment would remove minimum parking requirements for ADUs

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ZONING TEXT AMENDMENT

Accessory Dwelling Unit Standards

Modify Sections 7-2-5 and 7-14-1 to allow larger ADUs, ADUs with a duplex and remove the requirement to provide a parking space with an ADU.

Quick Facts

Pending State Legislation would limit this to 1,000 square feet if passed.

- ADUs are currently limited to 70% of the primary structure size or 800 square feet
- This amendment would allow ADUs to increase in size **up to 90% of the primary structure size or 1,200 square feet**
- ADUs are currently only allowed on a single-family lot
- This amendment would allow ADUs on duplex lots as well
- This amendment would remove minimum parking requirements for ADUs

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What is an Accessory Dwelling Unit?







UDO Definition (Sec 7-2-5)

Accessory dwelling unit means a separate and complete dwelling unit that is contained on the same lot as the structure of a single-family dwelling or business.

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Recent ADU Actions

- **In May of 2024** the Planning & Zoning Commission recommended expanding allowable ADU size to 1,200 square feet as a part of a suite of “Backyard Housing” amendments.

- **In January of 2026** The Planning & Zoning Commission recommended approval of a zoning text amendment to allow existing non-conforming accessory structures to be converted to ADUs.

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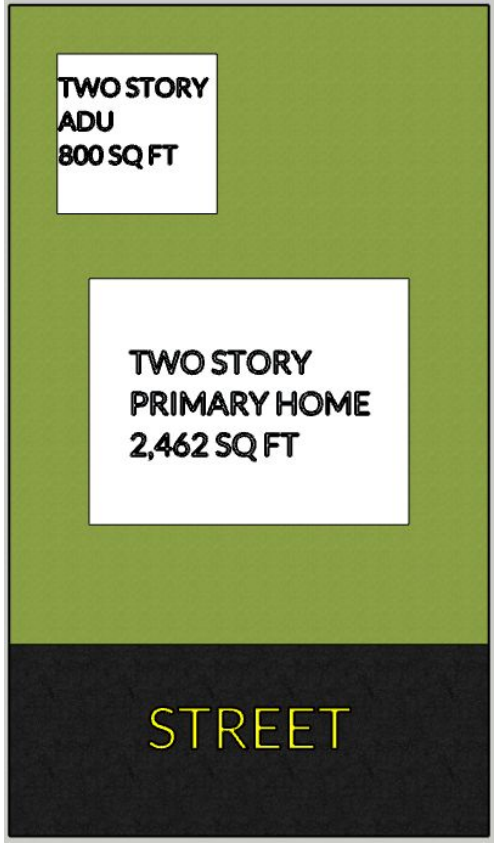
Existing vs Proposed ADU Regulations

Current UDO Requirement	Proposed UDO Requirement	Summary of Change
ADU **Maximum Size**: 70% of the primary residential structure's gross floor area or 800 square feet, whichever is less	ADU Maximum Size: 90% of the primary residential structure's gross floor area or 1,200 square feet, whichever is less.	Increases the absolute maximum size by 50% (from 800 to 1,200 square feet) and increases the allowable size relative to the primary home from 70% to 90%
ADU must provide one on-site **parking** space	No on-site parking space required for an ADU	Removal of the minimum parking requirement for ADU
ADU's allowed only on **lots** containing one single-family residence	ADU's allowed on lots containing up to two dwelling units.	Allowance for one ADU on a lot containing a duplex
ADU base **height** of 25 feet, allowing one extra foot of height for every additional foot of setback	ADU height limit of 25 feet	ADUs are not to exceed 25 feet in height

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Visual Comparison

- Both examples contain a primary residential structure that would be large enough to allow the maximum ADU size, rather than a percentage of the home.
- Examples assume 6’ minimum side and rear setbacks (current regulation)
- In the proposed regulation, primary homes above 1,333 square feet would allow the maximum 1,200 square foot ADU.



Current Regulations



Proposed Regulations

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Comprehensive Plan Review

Referenced Goal	Strategy	Consistency
Increase and Diversify the Housing Supply	Promoting zoning policies to promote more housing.	✓
Encourage Responsible Growth	Prompting small-scale residential units on residential lots with limits aimed at encouraging compatibility and creating flexibility within the planning, permitting, and construction process.	✓

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ADU Updates

Questions?

Next Up: Minimum Parking Regulations

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ZONING TEXT AMENDMENT

Minimum Parking Requirements –

Modify Section 7-11-2 to remove all mandated minimum parking ratios within the City.

Quick Facts

- Recent state legislation has removed a local government's ability to require a minimum number of parking spaces.
- This amendment is required to bring the City's regulations into compliance with state law.
- Maximum parking allowances are maintained but simplified.

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What are Minimum Parking Requirements?



Purpose (Section 7-11-2)

(2) To provide for safe and adequate space for the temporary storage of vehicles.

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Recent PZC Parking Actions

In January of 2025 the Planning & Zoning Commission recommended approval of a similar amendment that eliminated minimum parking requirements along transit-supportive corridors and within mixed-use zoning districts.

This included a recommendation **that all minimum parking requirements within the City be eliminated within 6 months.**

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Summary of Minimum Parking Proposal

Current UDO Requirement	Proposed UDO Requirement	Summary of Change
Within Transit Supportive Zoning Districts: All residential uses have no minimum parking requirements; 13 other uses have minimum parking requirements.	**No Minimum Parking Requirements.**	**Citywide:** Parking requirements removed for all uses.
Outside of Transit Supportive Zoning Districts: All uses have minimum parking requirements.		
All uses have maximum allowed parking space quantities based on use.	All uses have maximum allowed parking space quantities based on use.	**NO CHANGE. All uses are limited to a maximum quantity of parking spaces.**

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History of Parking Provision

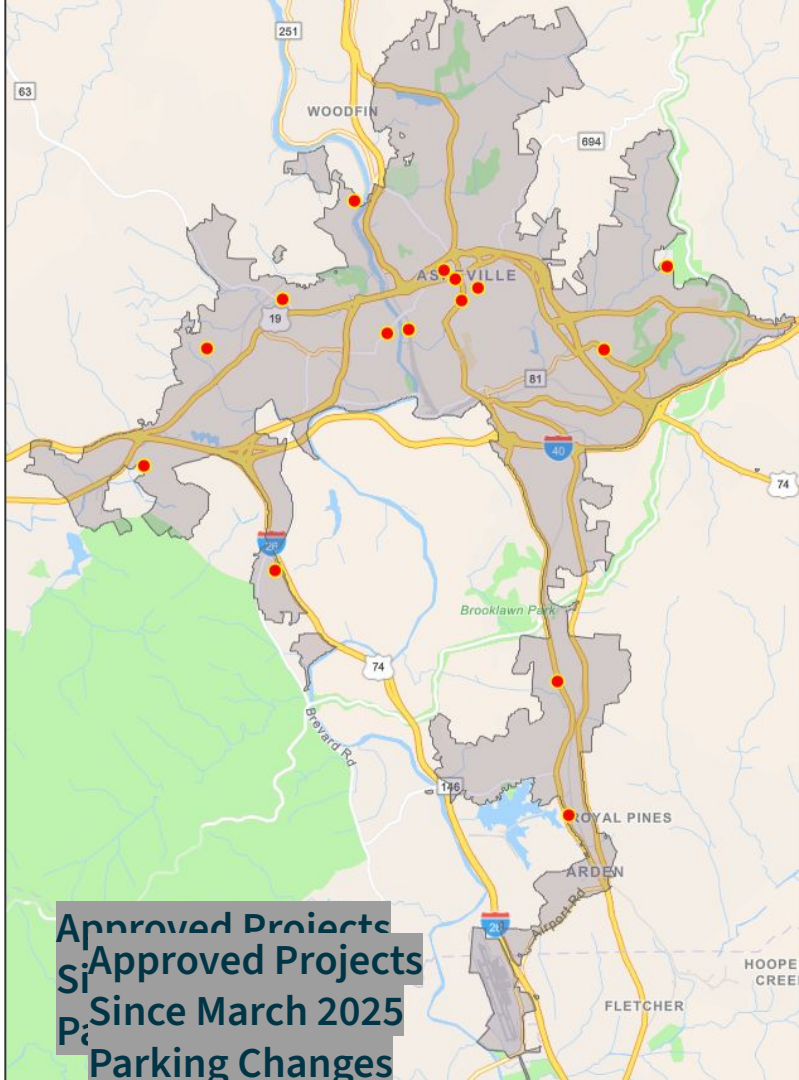
An analysis of 13 projects within this parking exemption area found the following:

- 13 projects making up 689 housing units
- Parking was provided at some level with each project.
- **Only 7% fewer spaces were provided than would have been required by the UDO's minimum parking requirements.**

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Tracking the Most Recent Changes

- **9 projects** have been approved that would have required or required parking.
- When aggregated, those 9 projects **would have required a total of 170 spaces prior to March 2025**.
- Under the current ordinance, those 9 projects were only required to provide a total of 47 spaces.
- When aggregated, those 9 projects **provided a total of 228 spaces.**



Compliance with State Statutes

- NC House Bill 162, Session Law 2026-39
- Signed into law on July 6, 2026
- **(c) A zoning or other development regulation shall not do any of the following:**

  […]

  (2a) Require an off-street parking lot to meet a minimum number of parking spaces per development or structure, regardless of occupancy or use….

Projected Timeline

June 3, 2026

PZC

Preliminary Discussion

Today: August PZC Meeting

PZC

Hearing & Recommendation

August 25 Meeting

City Council

Hearing & Final Action

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Missing Middle Housing Updates 2026

Main Points

- The three proposed amendments propose to add flexibility in housing types, size and site planning.
- The three proposed amendments are all supported by the Comprehensive Plan, Missing Middle Housing Study and Affordable Housing Plan;
- While the amendments are complementary and build on one another to provide more housing entitlements and flexibility, each amendment can be recommended independently of the others if needed;
- Minimum Parking Provisions must be updated to comply with NC State Law.

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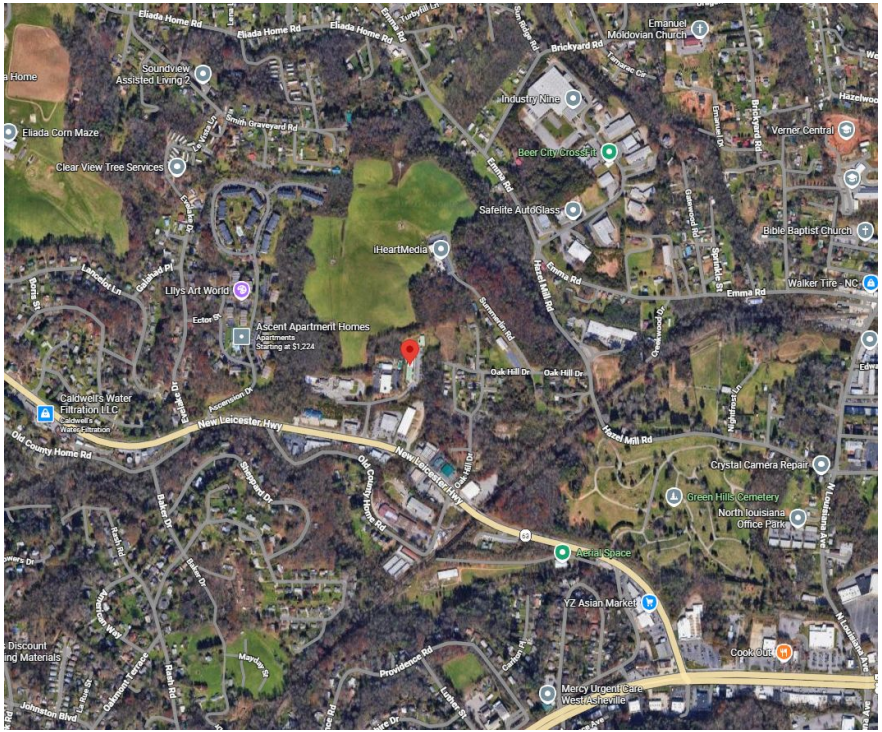
Missing Middle Housing Updates 2026

Staff Recommendations

- **Duplex Allowance Updates: Staff recommends approval**
- **Accessory Dwelling Unit Standards: Staff recommends approval**
- **Minimum Parking Provisions Elimination: Staff recommends approval**

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REZONING



Location Map

21 & 23 Heritage

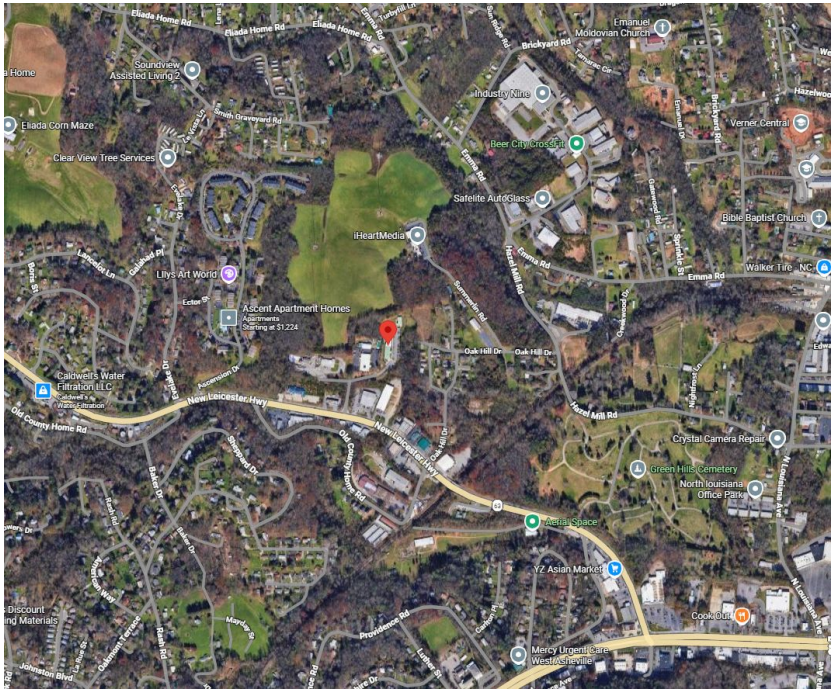
Rezone portion of property from RM16 to HB.

Quick Facts

- Allows for consistent use across parcel.
- Consistent with Future Land Use.
- Parcel pre-dates zoning split.

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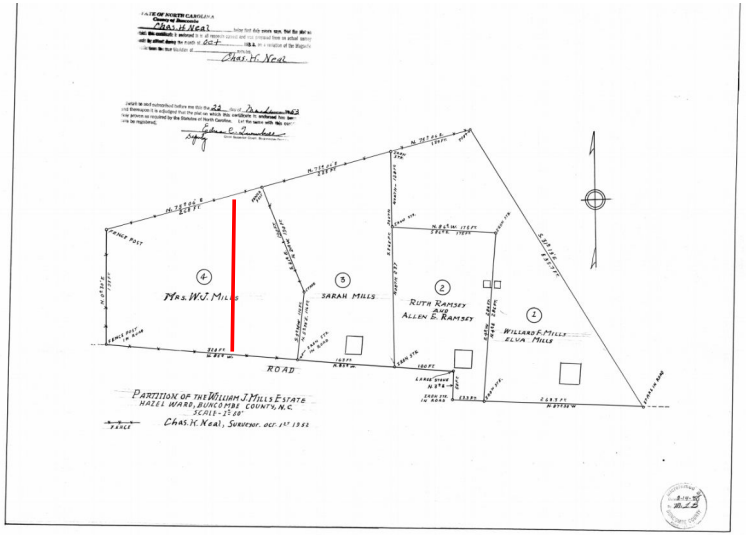
Location



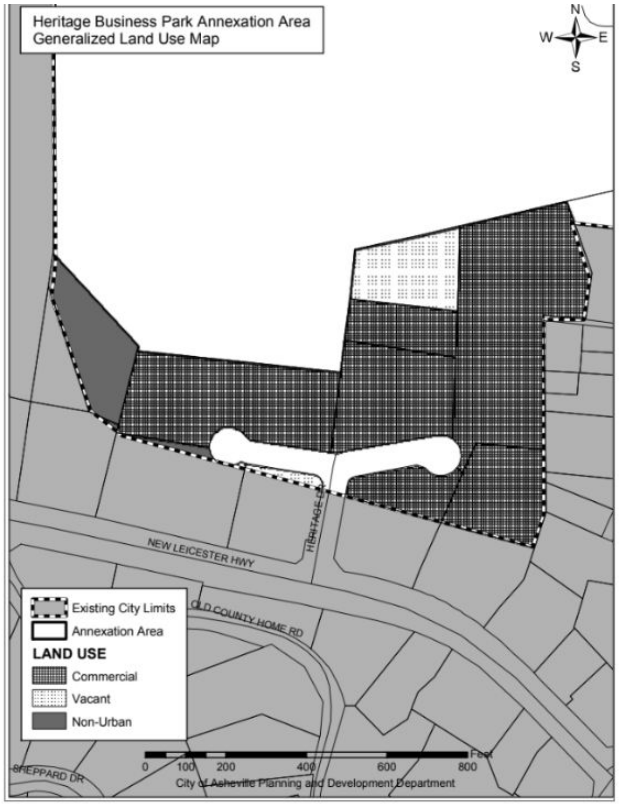


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Historical Context



Parcel Survey 1952



2004 Annexation of Heritage Business Park

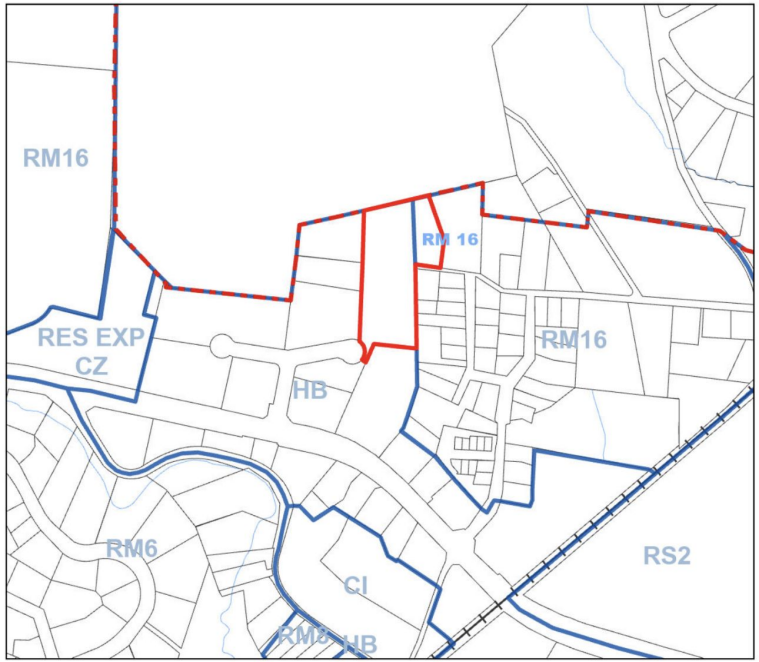
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Zoning District Comparison

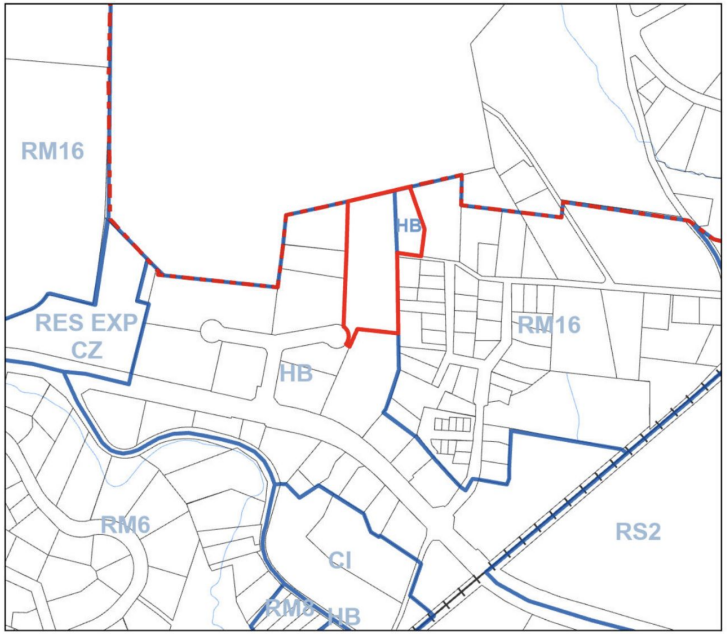
UDO Provision	Residential Multi-Family High Density (RM-16) - *Existing*	Highway Business (HB) - *Proposed*
Allowed uses:	• Multi-Family • Single-Family Detached • Duplex • Townhouse • Accessory Dwelling Unit • Cottage Development • Limited public, institutional, and recreational uses	• Multi-Family • Single-Family Detached • Duplex • Townhouse • Accessory Dwelling Unit • Cottage Development • Wide range of commercial and business uses.
Density:	2 units for first 2,500 SF lot area and an additional unit for each additional 1,000 SF of lot area	None.
Lot Size Minimum:	Min. 2,500 s.f.	None.
Lot Width Minimum:	Min. 40'	Min. 100'
Building Height:	Max. 40'	Max. 60'
Building Setbacks:	Front: 15', Side: 6' min, Rear: 15' min	Front: 35', Side: 0' min, Rear: 10' min
Landscape Buffer	None.	20'-wide Type A buffer adjacent to Residential Multi-Family Zoning.

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Existing and Proposed Zoning Review



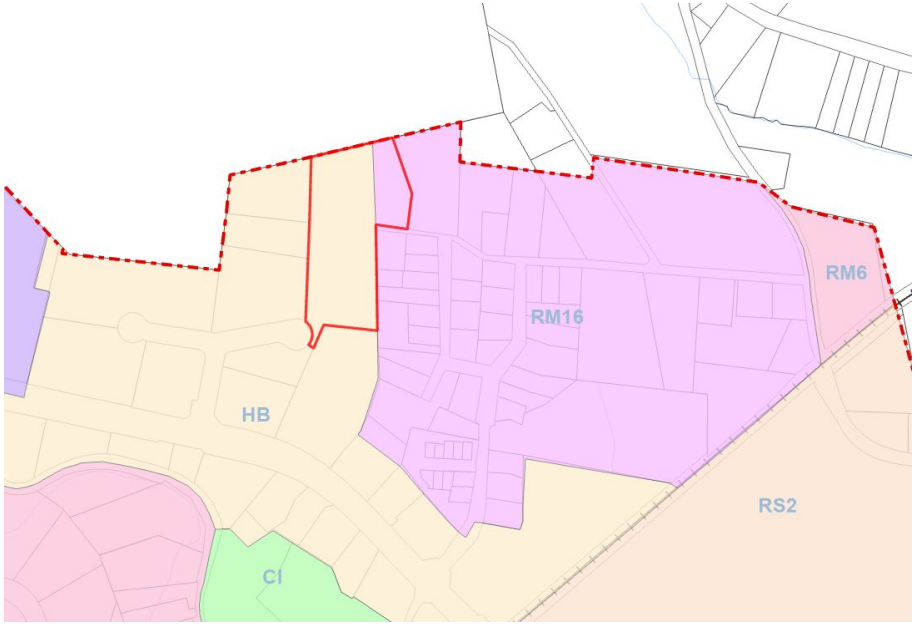
Existing Zoning



Proposed Zoning

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Existing and Proposed Zoning Review

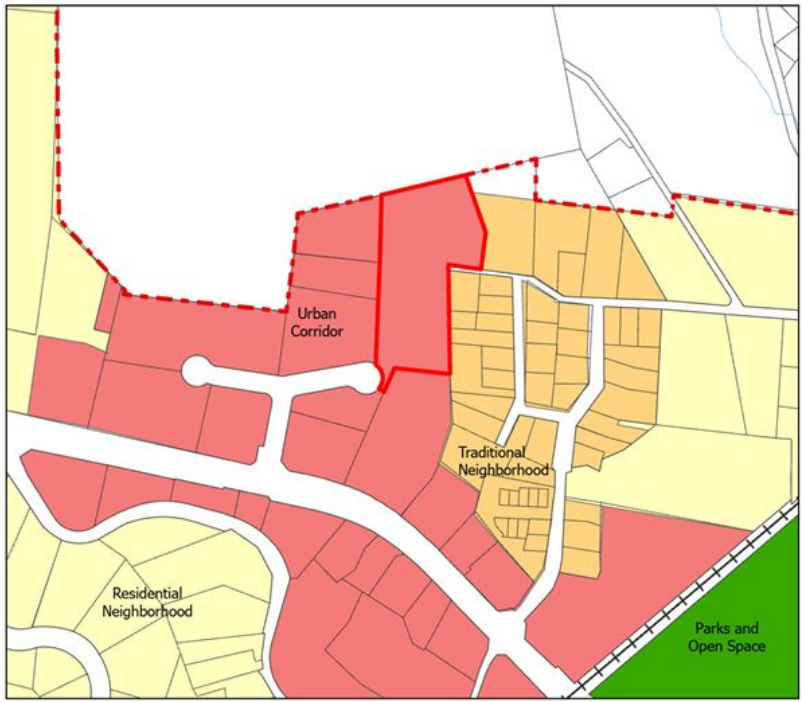


Compliance	Element
✓	Compatible with Surrounding Zoning
	Compatible with Future Land Use
	Is/Will be Served by Infrastructure
	Meets Goals of the Comprehensive Plan

Existing & Surrounding Zoning Districts

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Future Land Use Review



Future Land Use Map

Compliance	Element
✓	Compatible with Surrounding Zoning
✓	Compatible with Future Land Use
	Is/Will be Served by Infrastructure
	Meets Goals of the Comprehensive Plan

Future Land Use designation of “Urban Corridor", which is described, in part, that “over time urban corridors could see infill redevelopment in the form of mixed-use residential, commercial and office uses that place emphasis on pedestrian-friendly amenities and infrastructure” (p. 344).

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Infrastructure Review

Compliance	Element
✓	Compatible with Surrounding Zoning
✓	Compatible with Future Land Use
N/A	Is/Will be Served by Infrastructure
	Meets Goals of the Comprehensive Plan

N/A

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Comprehensive Plan Review

Theme	Referenced Goal	Strategy	Consistency
A Livable Built Environment	Encourage Responsible Growth	Ensure that new development has the appropriate infrastructure to support it.	✓
A Resilient Economy	Facilitate Real Estate Development that Maximizes Public Benefit	Establish accessible and well-connected commercial nodes consistent with strategies outlined in the plan's growth areas.	✓

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Staff Recommendation

Staff recommends approval of the zoning amendment request.

Compliance	Element
✓	Compatible with Surrounding Zoning
✓	Compatible with Future Land Use
N/A	Is/Will be Served by Infrastructure
✓	Meets Goals of the Comprehensive Plan

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Required Reviews

Today
August 5, 2026

PZC

_____, 2026

City Council

Tentative date

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Discussion / Questions

Suggested Motion to Approve:

I move to recommend approval of the rezoning request for a portion of the property located at 23 Heritage Dr from from Residential Multi-Family High Density (RM-16) to Highway Business (HB) and find that the request is reasonable, is in the public interest, is consistent with the city's comprehensive plan and meets the development needs of the community in that the request: 1) Ensures that new development has the appropriate infrastructure to support it; and, 2) Establishes accessible and well-connected commercial nodes consistent with strategies outlined in the plan's growth areas.

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