City of Asheville Staff Report

Council Meeting Date

- October 13, 2026

Subject

- Conditional Zoning Request for 264 & 274 Enka Heritage Parkway, and 1455 Sand Hill Road

Staff Resource(s)

- Sam Starr-Baum, AICP, Urban Planner III; Chris Collins, AICP, Interim Planning and Urban Design Director

Action Requested

- Adoption of an ordinance to repeal Conditional Zoning Ordinances 3921 (2010) and 4995 (2023) and conditionally rezone a property located at 264 & 274 Enka Heritage Parkway, and 1455 Sand Hill Road (PINs 9617-33-6190 9617-43-4110, and 9617-32-2081) from CI-CZ Commercial Industrial Conditional Zoning and COM-EXP Commercial Expansion to COM-EXP CZ Commercial Expansion.

Background

Project Location and Contacts:

- The project site consists of 39.6 acres on parcels located at the following addresses:
    - 264 Enka Heritage Parkway - PIN: 9617-43-4110, owner: Enka Samet LLC, ~17 acres
    - 274 Enka Heritage Parkway - PIN: 9617-33-6190, owner: Enka Samet LLC, ~17 acres
    - 1455 Sand Hill Road - PIN: 9617-32-2081, owner: Fletcher Partners INC, ~5.6 acres
- Applicant(s): Nettie Boyle, BL Companies; Derek Allen, ASKLaw

Summary of Petition:

Project Site

- The project site consists of three properties totalling approximately 39.6 acres located at 264 Enka Heritage Parkway, 274 Enka Heritage Parkway and 1455 Sand Hill Road.
- The project site is currently vacant land and was previously used for debris management following Tropical Storm Helene. The site has been cleared of debris.
- There are several areas shown on the project site labeled as “Areas of possible contamination”. The source for this information is a recorded notice of brownfield soil. Exhibit B of the recorded notice (mapping the areas in 2014) is available for reference in Book 140 Page 1 at the Buncombe County Register of Deeds.

- The Enka Heritage Parkway parcels are currently zoned Commercial Expansion - Conditional Zone (COM EXP-CZ) by Ordinance No. 4853 adopted on January 26, 2021 and amended by Ordinance No. 4995 adopted on January 24, 2023 and further as amended as to a separate parcel (261 Enka Heritage Parkway, PIN 9617-43-3817) not subject to this application but with compliance obligations related thereto by a Level II approval with file number 23-04881PZ.
    - Ordinances 4853 and 4995 include conditions and requirements that are modified by the present application. Prior to final approvals for the project at 261 Enka Heritage Parkway, a new amendment to the existing CZ must be approved to update the conditions and modifications to reflect the impacts of this application.
    - The parcels included in the project are approved under the prior CZ for the purposes of constructing two of three large light industrial/distribution speculative buildings.
- Based on Ordinance No. 4853 amending the Living Asheville Comprehensive Plan Future Land Use Map (FLUM), the site is designated “Employment / Anchor Institution”. A change to the Future Land Use Map is not required.
- The Sand Hill Rd parcel is currently zoned Commercial Industrial - Conditional Zone (CI-CZ) by Ordinance No. 3921. This is related to a previous, larger development that was never built. Some parcels were rezoned as part of Ordinance 4853, but this single southern parcel remained under the conditional zoning established by Ord. 3921.

Overall Project Proposal

- The project proposes the construction of a single large retail building, vehicular access, and associated infrastructure on the main parcel.
- The large retail building will include multiple uses, including but not limited to, automotive services, optical services and traditional retail warehouse sales. The proposed single-story building has 168,258 gross square feet of floor area. A fuel facility is proposed for the south-west corner of the lot consisting of 32 gas dispensers across 4 lanes.
- Other site improvements include:
    - 914 parking spaces in a new surface parking lot are proposed with multiple internal row islands and isolated landscaping islands throughout the vehicle use area.
        - Pursuant to UDO Section 7-11-2, the maximum number of parking spaces for the proposed use (retail) and building size (168,258 sf) is 748 spaces. UDO Sec. 7-11-2(c).
        - Under Asheville Ordinance No 5257, there are no parking minimums required.
    - Parking spaces are 10’ x 20’ where the SSDM requires a minimum of 9’ x18’.
    - Parking lot aisles are shown at 24’ in width.
    - The internal access roadway will not be dedicated to the city.
    - Internal sidewalk and pedestrian connections are shown through 2 of the 5 internal islands.
        - A technical modification has been included for the remaining 3 islands required by UDO Sec. 7-11-3(d)(4) Multiple parking bays.
    - Preservation and protection of the existing Enka Clocktower is shown on the plan and includes additional pedestrian amenities in the immediate area at the base of the tower.

Technical Modifications

- The project is seeking technical modifications to development standards through the conditional zoning process including:
    - Tree Canopy Preservation shall be as shown on the Site Plan, with a minimum of 13% total tree canopy required.
    - The Project will comply with the parking space requirements of Section 7-11-2 of the UDO but shall have no more than 950 total parking spaces.
    - Parking and loading facilities, including the configuration and location of parking lot islands and pedestrian accommodations, shall be located as shown on the Site Plan.
    - In lieu of any required bike lanes, the Project shall include a multi-modal greenway path, as shown on the Site Plan.
    - The requirement for entrances at regular intervals not exceeding 75 feet is waived. All applicable Building and Fire Code requirements shall be met, including required emergency exits.
    - Ground floor fenestration is waived as shown on the attached Elevations.
    - Bicycle parking shall be located as shown on the Site Plan, including a minimum of 50 bicycle parking spaces.
    - A portable sandwich board sign may be used at the fuel facility to display current fuel prices, according to Costco's standard operational practice of placing the sign during fuel facility operating hours and removing it daily when the facility closes.
    - The Project may utilize temporary high-quality vinyl banners containing Costco identification and opening messages. Specifically, the warehouse may utilize an approximately eight-foot by sixteen-foot banner displaying the Costco logo and the words OPENING SOON. The fuel facility may utilize a banner displaying the Costco logo and the words FUEL STATION NOW OPEN.
    - The Project may utilize the number, placement, and area of Costco's standard building and fuel facility identification signs as shown on the Site Plan and attached Elevations.

Site Layout and Design

- Maximum building height for buildings in the COM-EXP district is 80 feet. The maximum building height of the proposed project is approximately 32’ as measured to the ceiling of the highest floor.
- The applicant is proposing 71.5% impervious surface area, which is below the 80% maximum.
- Although not a permanent site layout or design feature, the applicant is seeking to have two technical modifications to UDO Sec. 7-13 to allow for both sandwich board signs and special event signage. While the applicant is correct that these require technical modifications in the COM-EXP district.
- The Commercial Expansion district provides clear guidance on design, and requires:
    a. The front of the building shall be oriented towards the primary access corridor. Building sides should be similar to their fronts. On corner lots the building or portions of the building must be located at the street corner.
    b. All buildings shall include a well-defined operable entrance at regular intervals not exceeding 75 feet on each primary facade to encourage access by pedestrians.

c. Fenestration is required along the building facade(s) facing the primary access corridor, for a minimum of 40 percent of the ground floor horizontal dimension.
    - (13) d. and e. are not shown in this memo because they are not applicable. The applicant has not met the requirements for fronting, entrances, and fenestration. The applicant seeks technical modifications for these building design regulations.
- Although not a permanent site layout or design feature, the applicant is seeking to have two technical modifications to UDO Sec. 7-13 to allow for both sandwich board signs and special event signage. While the applicant is correct that these require technical modifications in the COM-EXP district, the applicant will need to provide size information prior to City Council.

Access, Sidewalks and Parking

- Vehicular access to the Project will be via a new fire access road.
    - This road is *not* proposed to be dedicated for City of Asheville ownership named
    - The roadway continues from a stub of roadway that serves as the access point for the existing warehouse building constructed on 261 Enka Heritage Parkway north of the project site. The roadway completes a connection from Smokey Park Highway, continues through the site, providing access to internal drives and connecting and terminating at Sand Hill Road.
- A revised Traffic Impact Analysis was provided as part of this PZC application. Off-site improvements to Smoky Park Highway and Jacob Holm Way will be required by the North Carolina Department of Transportation. These revisions will need to be shown during the Final-TRC review phase of this project.
- Conflicting information regarding bicycle parking was provided. 914 vehicular parking spaces require that 91 bicycle parking spaces be provided. The applicant states in sheet C1.00 that 84 spaces will be provided, but that is not shown on plan.
    - Staff understands that bicycle traffic to warehouse retail is likely to be reduced compared to other uses, but employees and some Costco members that live nearby may choose to visit the store via alternative transportation.
- The project site is not located on the ART bus route system. The nearest transit service is provided by the Enka-Candler Trailblazer Route provided by Mountain Mobility, which connects to the ART system.
- On Enka Heritage Parkway, the applicant has proposed to provide a stand-alone 10’ wide multi-use path installed to the south and east of the proposed roadway, connecting to existing facilities north and east of the project site.

Landscaping / Open Space / Tree Canopy

- The proposed fire access road is private and does not require street trees per 7-11-2.
    - The applicant has chosen to provide trees along the fire access road, but the trees do not meet the size requirements of our UDO.
- Retaining walls are shown, but heights are still not final. Retaining walls over 4’ must be designed by a NC licensed engineer, and load calculations must be provided for.
- Per UDO Section 7-11-4, open space must be provided at a rate of 50%, unless increased stormwater management standards are met in which case the open space requirement is reduced to 10%. The applicant claims on sheet C5.00 that 28.4%, or 303,249 sq. ft. of open space will be provided, but none is shown on plan.
    - The applicant will need to demonstrate compliance with 7-11-4 standards or seek an additional technical modification at city council

- This site conforms with landscaping requirements under 7-11-3.
- The current development site includes Tree Canopy Protection areas identified from the prior Conditional Zoning approvals.
    - The current proposal for TCP is 13%, which is below the required minimum of 15%. The applicant is seeking a technical modification to have the canopy shown on the site plan count as TCP, given that portions of the property are in brownfields, easements, or other jurisdictions.
    - This approval will require a reconciliation of the prior CZ to coincide with the current application to ensure that all phases already constructed remain in compliance with their independent requirements. This reconciliation should be completed with some alacrity to allow for the existing building to proceed toward completion.

Consistency with the Comprehensive Plan and Other Plans:

<u>Living Asheville Comprehensive Plan (2018)</u>

- The proposed development supports a number of goals in the Living Asheville Comprehensive Plan, including:
    - **Goal 1: Encourage Responsible Growth.**
        - This goal is supported by providing a multi-use path to connect through the site to County facilities and encourage alternative transportation.
    - **Goal 2: Increase Mixed-Use Development Along Transit Corridors.**
        - Although not currently served by ART, Buncombe County transit serves the general vicinity.
        - The pedestrian and alternative transportation options with the multi-use path support this goal by connecting future and existing facilities within the project.
    - **Goal 3: Promote Great Architecture and Urban Design to Enhance Placemaking.**
        - Preservation of the clock tower reflects a strong consistency respecting the cultural and historical importance of the Enka site.
    - **Goal 4: Enhance Parking Management Strategies.**
        - The multi-use path, along with recommended additions for bicycle parking and pedestrians, serves to “[m]ake Asheville more pedestrian and bicycle friendly” and is consistent with this goal.
    - **Goal 5: Make Streets More Walkable, Comfortable and Connected.**
        - The provision of the multi-use path supports this goal.
        - The path creates a meaningful connection through the site from existing and proposed residential areas to other pedestrian, bicycle and recreational facilities.
    - **Goal 6: Increase Access to Safe Bicycling.**
        - The separate multi-use path strongly supports this goal.
    - **Goal 11 Build out the Greenway Network.**
        - This goal is supported with the substitution of a multi-use path in lieu of sidewalks and bike paths.

Staff Recommendation:

- Staff recommends approval of this rezoning request based on the reasons stated above.

Council Vision 2036 Focus Area(s):

- This project is most closely aligned with the council goal of *A Well-Planned and Livable Community*.

Council Priority Recovery Area(s):

- Economic Recovery

Committee(s):

- Technical Review Committee (TRC) - November 17, 2025 - approved with conditions.
- Planning & Zoning Commission (PZC) - October 7, 2026 - approved 6-0

Fiscal Impact

- N/A

Suggested Motion

- I move to approve the conditional zoning request for the property located at 264 Enka Heritage Parkway, 274 Enka Heritage Parkway and 1455 Sand Hill Road 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) Encourages responsible growth; 2) Increases development along transit corridors; and, 3) Promotes placemaking by preserving a historic structure.

Attachment(s)

- This document contains the existing zoning map of 264 + 274 Enka Heritage Parkway, and 1455 Sand Hill Road- Exhibit A
- This document contains the proposed zoning map of 264 + 274 Enka Heritage Parkway, and 1455 Sand Hill Road - Exhibit A1
- This document contains the aerial imagery map of 264 + 274 Enka Heritage Parkway, and 1455 Sand Hill Road - Exhibit B
- This document contains the existing future land use map of 264 + 274 Enka Heritage Parkway, and 1455 Sand Hill Road - Exhibit C
- This document contains site plans and elevations - Exhibit D
- This document contains the draft project conditions - Exhibit E
- This document contains the draft Ordinance - Draft Ordinance
- This document contains the previous ordinance 3921 (2010) - Ordinance 3921
- This document contains the previous ordinance 4995 (2023) - Ordinance 4995
- This document contains the 11/17/25 TRC Memo - Technical Review Committee Staff Report
- This is the Planning & Zoning Commission staff report regarding 264 + 274 Enka Heritage Parkway, and 1455 Sand Hill Road - PZC Staff Report
- This is the signed Planning & Zoning Commission Recommendation for 264 + 274 Enka

Heritage Parkway, and 1455 Sand Hill Road - PZC Recommendation
- These are the draft Action Minutes of the Planning & Zoning Commission from October 7, 2026 - Draft PZC Action Minutes