THE CITY OF ASHEVILLE

STAFF REPORT

PZC Meeting Date: May 6, 2026

Subject: Conditional Zoning Request for Caribou Commons - 99999 Caribou Rd

Staff Resource(s): Stephanie Monson Dahl, Planning and Urban Design Director; Chris Collins, Assistant Director; Will Palmquist, AICP, Principal Planner

Action Requested: Conditionally rezone the properties located at 99999 Caribou Rd from Residential Single-Family Medium Density (RS-4) to Residential Expansion - Conditional Zone (RES EXP-CZ).

Project Location and Contacts:

- The project site totals 9.5 acres located at 99999 Caribou Rd (PINs 9657-11-3881, 9657-11-5981, 9657-11-5478, and 9657-11-3108).
- Owner: Harry and Linda Giezentanner
- Developer: Pennrose LLC

Summary of Petition:

Project Site

- The project area consists of four properties totalling 9.5 acres located at 99999 Caribou Rd in the Shiloh Neighborhood, and identified in the Buncombe County land records as PINs 9657-11-3881, 9657-11-5981, 9657-11-5478, and 9657-11-3108.
- The site is currently zoned Residential Single-Family Medium Density (RS-4).
- The site is currently vacant. An existing single-family house on the property was demolished in 2023.
- A stream runs through the site which requires 30'-wide stream buffers on each side.
- Given the size of the project (over 50 residential dwelling units) a conditional zoning to the Residential Expansion - Conditional Zone (RES EXP - CZ) district is required.
- Based on the Living Asheville Comprehensive Plan Future Land Use Map (FLUM) the property is currently designated "Traditional Neighborhood." A change in the Future Land Use Map is not required.

Overall Project Proposal

- New building construction includes two 3/4-story multi-family buildings and four quadplex buildings, totalling 100 affordable housing units, as well as a clubhouse building.
    - The quadplex buildings are proposed as one-story in height and arranged in four separate townhome-style buildings, each with four dwelling units, and are located in the northern section of the site.
    - The one-story clubhouse building is proposed in the northern section of the site surrounded by the quadplex buildings.
    - The two multi-family buildings are proposed as split 3- and 4-story structures, each with 42 dwelling units, and are located in the southern section of the site.
- Other site improvements include surface parking, new sidewalks, and a playground.

Staff Recommendation:

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

Consistency with the Comprehensive Plan and Other Plans:

Living Asheville Comprehensive Plan (2018)

- The proposed development supports a number of goals in the Living Asheville Comprehensive Plan, including:
    - **Encourage Responsible Growth** - by prioritizing greater densities of development overall, throughout the city as appropriate (p. 131).
    - **Increase and Diversify the Housing Supply** - by increasing the supply of housing, including affordable housing (pp. 179 & 183) in proximity to schools, transit and parks (pp. 246 & 251).

- The proposed development is compatible with the Future Land Use designation of “Traditional Neighborhood” which is proposed, in part, as “a mix of housing types such as single family with accessory dwelling units, duplexes, townhomes and multifamily apartments usually located seamlessly together” (p. 345).

Shiloh Community Plan (2025)

Areas of Alignment with the Shiloh Community Plan

- The Shiloh Community Plan (adopted in 2010) provides goals and strategies for the neighborhood to achieve its long-term vision. The proposed development is in alignment with the following goals and strategies:
    - **Land Use Goal #2: Provide assistance for affordable housing and home improvement.**
        - *Strategy 2*. Explore opportunities for the construction of affordable housing in the Shiloh community (p. 33).
    - **Land Use Goal #4: Protect, enhance and complement the existing character of Shiloh**
        - *Strategy 2*. Target areas (particularly in the core area) for redevelopment and infill that complement existing development and are, or can be, supported by existing infrastructure (or improved infrastructure) (p. 36).
            - While generally keeping residential density consistent with the current densities allowed in the Shiloh community, promote some greater densities and development patterns in transition areas (p. 38).

*Areas **Not** in Alignment with the Shiloh Community Plan*

- The proposed development is **not** in alignment, or only **partially** in alignment, with the following goals and strategies:
    - **Land Use Goal #3: Maintain and develop opportunities for green space**
        - Strategy 2. Create additional green space and tree canopy in the neighborhood. (p. 34).
    - **Land Use Goal #4: Protect, enhance and complement the existing character of Shiloh**
        - Strategy 2. Target areas (particularly in the core area) for redevelopment and infill that complement existing development and are, or can be, supported by existing infrastructure (or improved infrastructure) (p. 36)
            - Target areas Areas initially identified by the Shiloh Community Task Force and the Asheville Planning and Development Department as possible infill sites include:
                - Property off of Ardmore and Forest Streets near Caribou. This property, with access improvements, could provide single-family infill opportunities consistent with surrounding residential development (p. 38).

Compatibility Analysis:

- The proposed multi-family project is compatible with the surrounding land uses, including:
    - The single-story townhome-style quadplex buildings are compatible with the surrounding single-family houses nearest that portion of the project site.
    - The 3- and 4-story multi-family buildings are compatible with the adjacent multi-family development of Laurel Woods, which is located directly to the south of the site, as well as other nearby multi-family residential uses, such as the Dawnwood Condominiums located

on the west side of Caribou Rd near the project site.

- Compatibility with uses and transportation corridors to the east of the project site could be enhanced with increased landscape buffering, fences/walls, and other site considerations as it relates specifically to the existing railroad tracks.

Council Goal(s):

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

UDO Compliance: Residential Expansion - Conditional Zone (RES EXP-CZ)

UDO Provision	**Requirement**	**Proposed**
Gross Floor Area:	n/a	121,847 SF
Density:	20/acre or 50/acre (w/affordability)	10.5 units/acre
Lot Size Minimum:	1 acre for multi-family	9.5 acres
Lot Width Minimum:	40’	52’
Building Height(s):	60’ max	43’ max
Building Setbacks (Multi-Family):	Front: 15 ft. Side: 15 ft. Rear: 15 ft.	Compliant
Vehicle Parking Spaces:	116 spaces min & 216 spaces max	172 spaces
Bicycle Parking Spaces:	10% of units (10 spaces)	10 spaces - Compliant
Open Space:	Required at 50% (w/o incentives) Incentive based option: 20% with unit count in excess of 50 units.	20%
Impervious Surface Area (Multi-Family):	80%	61%
Sidewalks:	Required at 10’ along frontage and connecting to main buildings within the development.	5’-wide (Technical Modification requested)
Tree Canopy Preservation:	Resource Management District: Urban Class: Class B Existing Canopy: 95% Requirement: 10% if preserved	10% preserved

Applicable Landscaping Standards		Compliant.

Property Line Buffer	Does apply
Street Buffer	Does not a…
Street Trees	Does apply
Parking Landscaping	Does apply
Building Landscaping	Does apply
Screening	Does apply
Retaining Wall	Does apply

Site Layout and Design

- Maximum building height for multifamily buildings in the RES EXP district is 60 feet. The maximum building height of the proposed project is approximately 43’ as measured to the ceiling of the highest floor.
- Maximum density in the RES EXP district is 50 units/acre for projects proposing affordable units.The proposed project’s density is 10.5 units/acre.
- Front yard, rear yard, and side yard setbacks of 15 feet are required in the RES EXP district. The project is compliant with the minimum required setbacks.
- Maximum impervious surface in the RES EXP district for multifamily uses is 80%. The proposed project would result in a total impervious area of 61%.

Access, Sidewalks and Parking

- Access to the site is from a driveway on Caribou Rd.
- Sidewalks are proposed at 5’ in width along the project’s frontage on Caribou Rd and internal to the site.
    - The project is seeking a technical modification for sidewalk widths of 6’ on Caribou Rd and 5’ internally, instead of the 10’-wide standard.
- An unopened right-of-way runs through the northern section of the site and is proposed to be closed.
- A total of 172 parking spaces are proposed for the project. Based on the number of bedrooms and dwelling units, the minimum/maximum number of required parking spaces is 116/216 for the RES EXP district.
- Bicycle parking is required at a rate of 10% of the total number of residential units, which equates to 10 required bicycle parking spaces, which the project is proposing with the final location to be determined.

Landscaping / Open Space / Tree Canopy

- Landscape requirements apply, including street trees, property buffers, building impact, and parking lot landscaping.
- Street trees are required as being one small maturing tree for every 30 linear feet of property abutting Caribou Rd where overhead utilities are present, resulting in 2 trees.
    - The project is seeking a technical modification for street trees planted on Caribou Rd in excess of the 20’ maximum distance from the edge of pavement, not to exceed a 50’

maximum distance.

- A 20'-wide "Type A" landscape buffer is required where the site is adjacent to single-family and multi-family zoning districts, which includes the north, which includes the northern and western boundaries of the site.
    - The project is seeking a technical modification for the encroachment of driveways and sidewalks into the landscape buffer of approximately 1,200 linear feet along the western edge of the project site.
- Parking lot landscaping requirements equate to 59 trees and 236 shrubs required which are proposed and detailed on the Landscape Plan.
- Building impact landscaping is required as being one tree and two shrubs for every 1,000 square feet of building footprint, equalling 53 trees and 106 shrubs.
- Open Space is required at a rate of 50% of the site, or a rate of 20% of the site if the project meets the incentive requirements for either enhanced stormwater or affordable housing. Open space can be further reduced to 15% if the proposed open space meets certain design and operational standards. The project proposes 20% open space as required based on their stormwater plan, which equals 1.9 acres.
- The project proposes to meet Tree Canopy Preservation requirements through the preservation of 10% of existing tree canopy area on site. The project site is classified as "Urban" under the Tree Canopy Preservation standards, with a classification of "Class B". The site has an existing tree canopy of 95%.

Technical Modifications

- The project is seeking technical modifications to development standards through the conditional zoning process including:
    - Sidewalk widths of 6' on Caribou Rd and 5' internally, instead of the 10'-wide standard.
    - Encroachment of driveways and sidewalks into the landscape buffer of approximately 1,200 linear feet along the western edge of the project site.
    - Street trees planted on Caribou Rd in excess of the 20' maximum distance from the edge of pavement, not to exceed a 50' maximum distance.

Demographic Analysis (Source: data.census.gov/map)

Census Tract # 21.02

Race	*Tract*	*City of Asheville*
Total Population	*5,650*	*94,589*
White:	3,501 (62.0%)	71,669 (75.8%)
Black:	717 (12.7%)	9,938 (10.5)
Asian:	114 (2.0%)	1,512 (1.6%)
Native Hawaiian or Pacific Islander:	4 (0.1%)	268 (0.3%)
American Indian/Alaskan Native:	61 (1.1%)	357 (0.4%)
2+ Races:	575 (10.2%)	6,928 (7.3%)
Some Other Race:	678 (12.0%)	3,917 (4.1%)

Ethnicity	*Tract*	*City of Asheville*
Hispanic/Latino:	1,073 (24.0%)	7,657 (9.8%)
Not Hispanic/Latino:	3,404 (76.0%)	70,252 (90.2%)

Socioeconomic	*Tract*	*City of Asheville*
Educational Attainment (Bachelor's Degree or Higher)	46.8%	55.6%
Homeownership Rate	56.2%	52.85%
Median Household Income	$56,144	$66,032
Legacy Neighborhood Status	Shiloh	n/a

CJI (Source: City of Asheville CJI Map)

CJI Score: 19 out of 25*	**19**
Climate Threats Overall Score	5
Individual threats relative to local risk (1-3)	
Flood Risk Score: 1	
Wildfire Risk Score: 1	
Landslide Risk Score: 2	
Heat Vulnerability Index	3
Energy Burden Score	3
CDC Vulnerability Score	4
* CJI score is calculated based on 5 factors each scaled 1-5 based on relative value within City of Asheville Census Block Groups.	

Committee(s):

- Technical Review Committee (TRC) - April 6, 2026 - approved with conditions.

Suggested Motion to Approve:

- I move to recommend approval of the conditional zoning request for the property located at 99999 Caribou Rd from Residential Single-Family Medium Density (RS-4) to Residential Expansion - Conditional Zone (RES EXP-CZ) 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) Prioritizes greater densities of development overall, throughout the city as appropriate; and 2) Increases the supply of housing, including affordable housing, in proximity to schools, transit and parks.

Attachment(s)

(1) Exhibit A - Existing Zoning Map
(2) Exhibit A1 - Proposed Zoning Map
(3) Exhibit B - Aerial Imagery Map
(4) Exhibit C - Existing Future Land Use Map
(5) Exhibit D - Site Plan & Elevations
(6) Exhibit E - Project Conditions
(7) Draft Ordinance
(8) TRC Staff Report
(9) Neighborhood Meeting Information