THE CITY OF ASHEVILLE

STAFF REPORT

PZC Meeting Date: May 6, 2026

Subject: Conditional Zoning Request for 1116 Sweeten Creek Apartments - 1116 Sweeten Creek Rd.

Staff Resource(s): Stephanie Monson Dahl, Planning and Urban Design Director; Chris Collins, Assistant Director; Clay Mitchell, PhD, Urban Planner II

Action Requested: Conditionally rezone the property located at 1116 Sweeten Creek Rd from Commercial Industrial (CI) and Residential Multi-Family High Density (RM-16) to Residential Expansion - Conditional Zone (RES EXP-CZ).

Project Location and Contacts:

- The project site totals 5.15 acres located at 1116 Sweeten Creek Rd (PIN 9657-30-1178).
- Owner: Heidi & Steve Kim.
- Developer: Penrose LLC.

Summary of Petition:

Project Site

- The project area consists of one property totalling 5.15 acres located at 1116 Sweeten Creek Rd in the Shiloh Neighborhood, and identified in the Buncombe County land records as PIN 9657-30-1178.
- The site is currently zoned Commercial Industrial (CI) on its western portion and Residential Mulit-Family High Density (RM-16) on its eastern portion.
- The site has two residential structures. One existing single-family house on the property appears to be abandoned and the other occupied and was built in 1935 according to the county tax card.
- 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 “Urban Corridor” for the western portion and “Residential Neighborhood” for the eastern portion. These areas are delineated along the same boundary as the existing zoning districts for the parcel. Both designations recommend high density multi-family uses and Residential Expansion districts, especially where adjacent to transportation corridors. A change in the Future Land Use Map is not required.

Overall Project Proposal

- New building construction includes one 4-story multi-family building, one 3-story multi-family building, totalling 126 affordable housing units, as well as an outdoor pavilion.
    - The pavilion is proposed in the central section of the site with additional outdoor amenities.
    - The two multi-family buildings are proposed as a larger L-shaped 4-story structure with 96 units along the north and western sides of the developed area and a rectangular 3 story building along the southern side with 30 units.
- 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 “Residential Neighborhood", which is proposed, in part, that “the types of housing in residential neighborhoods generally offer little variation of building types throughout the neighborhood, such as townhomes, duplexes or an apartment complex,” and that, “over time, residential neighborhoods can benefit from having more housing diversity” (p. 346), as well as the Future Land Use designation of “Urban Corridor”, which is proposed, in part, as “redevelopment in the form of mixed-use residential, commercial and office uses that place emphasis on pedestrian-friendly amenities and infrastructure” (p. 344).

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).

Compatibility Analysis:

- The proposed multi-family project is compatible with the surrounding land uses, including:
    - Supports a transition from the single-family residential neighborhoods further to the east of the project site toward the corridor of Sweeten Creek Rd.
    - Provides similar housing densities to the Pine Valley Manufactured Housing Park immediately north west of the project site.

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	152,078 s.f.
Density:	20/acre or 50/acre (w/affordability)	24.6 units/acre
Lot Size Minimum:	1 acre for multi-family	5.15 acres
Lot Width Minimum:	40’	Compliant

<table>
<tr><td>Building Height(s):</td><td>60’ max</td><td>43’ max</td></tr>
<tr><td>Building Setbacks (Multi-Family):</td><td>Front: 15 ft.
Side: 15 ft.
Rear: 15 ft.</td><td>Compliant</td></tr>
<tr><td>Vehicle Parking Spaces:</td><td>Min: 156 spaces
Max: 282 spaces</td><td>157 spaces</td></tr>
<tr><td>Bicycle Parking Spaces:</td><td>10% of total DU or 12.6</td><td>13 - Compliant</td></tr>
<tr><td>Open Space:</td><td>Required at 50% (50+ units).
Incentive based requirement: 20% of 5.15 acres</td><td>1.03 acres - Compliant</td></tr>
<tr><td>Impervious Surface Area (Multi-Family):</td><td>80%</td><td>24%</td></tr>
<tr><td>Sidewalks:</td><td>Required at 10’ along frontage and connecting to main buildings within the development.</td><td>5’-wide (Technical Modification requested)</td></tr>
<tr><td>Tree Canopy Preservation:</td><td>Resource Management District: Urban & Suburban
Class: Class B/C
Existing Canopy: 70%</td><td>17.5% Required
7% Preserved
10% Planted</td></tr>
<tr><td>Applicable Landscaping Standards</td><td><table><tr><td>Property Line Buffer</td><td>Does apply</td></tr><tr><td>Street Buffer</td><td>Does not a…</td></tr><tr><td>Street Trees</td><td>Does apply</td></tr><tr><td>Parking Landscaping</td><td>Does apply</td></tr><tr><td>Building Landscaping</td><td>Does apply</td></tr><tr><td>Screening</td><td>Does apply</td></tr><tr><td>Retaining Wall</td><td>Does apply</td></tr></table></td><td>Property line buffer and plantings compliant along RS-8 District boundary.

Compliant for all others with respect to counts. Location and detailed plans to be confirmed for Final TRC. Species selection to be reviewed by Urban Forestry.</td></tr>
</table>

<u>Site Layout and Design</u>

- 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 24.6 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 50%.

Access, Sidewalks and Parking

- Access to the site is from a driveway on Sweeten Creek Rd - a NCDOT maintained road.
- A significant NCDOT project to widen Sweeten Creek is in the engineering & design phase. This project has a northern terminus to the south of the project site just north of Rock Hill Road. The project site is not included in the project and the construction for this project is currently TBD and not funded in the state transportation plan.
- Sidewalks are proposed at 5' in width along the project's frontage on Sweeten Creek and internal to the site. An 8' wide grass strip is shown along the frontage between the new sidewalk and the roadway.
    - The project is seeking a technical modification for sidewalks width less than the minimum required 10'.
- A total of 257 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 156/282 for the RES EXP district.
- Bicycle parking is required at a rate of 10% of the total number of residential units, which equates to 13 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 Sweeten Creek Rd where overhead utilities are present, resulting in 5 trees.
- A 20'-wide "Type A" landscape buffer is required where the site is adjacent to a single-family zoning district, which includes the boundaries to the project's north, east, and south.
- Parking lot landscaping requirements equate to 39 trees and 156 shrubs required which are proposed and but not fully detailed on the Landscape Plan.
    - The applicant will include detailed landscaping plans for Final TRC review and approval.
- Building impact landscaping is required as being one tree and two shrubs for every 1,000 square feet of building footprint, equalling 41 trees and 82 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 1.03 acres.
    - A pathway connects the areas of open space and meanders through the edges of the site from the north to the central amenity location in the center of the site.
- The project proposes to meet Tree Canopy Preservation requirements through the preservation of 7% of existing tree canopy and planting an additional 10.5% area on site to achieve a total of 17.5% (0.85 acres). The project site is classified as both "Suburban" and "Urban" under the Tree Canopy Preservation standards, with a classification of Class B & C due to the dual requirements. The site has an existing tree canopy of 70%.

Technical Modifications

- The project is seeking technical modifications to development standards through the conditional zoning process including:
    - Sidewalk widths of 5' on Sweeten Creek and internally, instead of the 10'-wide standard.

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 1116 Sweeten Creek Rd from Commercial Industrial (CI) and Residential Multi-family High Density (RM-16) 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