THE CITY OF ASHEVILLE

STAFF REPORT

City Council Date: January 13, 2026

Subject: Rezoning for 13 Baldwin St

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

Action Requested: Adoption of an ordinance to rezone the entire property at 13 Baldwin St from Neighborhood Business (NB) to Residential Single-Family High Density (RS-8).

Project Location and Contacts:

- The rezoning petition consists of one property totalling 0.22 acres and located at 13 Baldwin St (PIN 9657-59-9113).
- Owner: The Estate of Doris Wilson Page.

Summary of Petition:

- The applicant requests a rezoning of one property to the Residential Single-Family High Density (RS-8) District.
- The property is currently zoned Neighborhood Business (NB).
- The primary difference between the RS-8 and NB districts is that the RS-8 district allows for single-family detached houses, while the NB district does not, and that the NB district allows for a limited number of neighborhood-serving commercial uses while the RS-8 district does not.
- The subject property is currently vacant and is located at the corner of Fairview Rd and Baldwin St in the Oakley neighborhood.
- Fairview Rd is served by ART bus route S1 with the nearest bus stop located across the street from the subject property.
- The subject property is designated "Neighborhood Centers" on the city's Future Land Use (FLU) Map. A change to the FLU Map is not required.

Staff Recommendation:

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

Comprehensive Plan Consistency:

- The proposed rezoning supports goals in the Living Asheville Comprehensive Plan including:
  - **Increase and Diversify the Housing Supply** - by promoting zoning policies to encourage more housing (p. 179).
- The proposed rezoning does not support the following goals in the Living Asheville Comprehensive Plan:
  - **Increase Mixed-Use Development Along Transit Corridors** - by encouraging moderately high density, walkable, mixed-use development along the full length of transit-supportive corridors (p. 136).
  - **Increase and Diversify the Housing Supply** - by expanding areas permitting higher-density mixed-use development (p. 179).
  - **Celebrate the Unique Identity of Neighborhoods Through Creative Placemaking** - by supporting the development of locally-focused neighborhood amenities, including restaurants, pubs, and other neighborhood services (p. 154).
- The proposed rezoning is partially compatible with the existing Future Land Use designation of "Neighborhood Center" which is proposed, in part, as "a small development or corner store within a neighborhood or along a corridor with non-residential community focused commercial activity and, sometimes, limited residential uses as a component of the commercial development. The commercial uses may include a restaurant, pub, small retail or office, religious institution or community center placed within the neighborhood fabric for the convenience of residents of the neighborhood serving as a focal point for the area" (p. 340).

- Residential Single-Family High Density (RS-8) is cited as an appropriate zoning district within the "Neighborhood Center" Future Land Use category.

Compatibility Analysis:

- The purpose of the *existing* **Neighborhood Business (NB)** zoning district is, "to reserve areas for low-intensity business activity that is accessible to pedestrians from the surrounding residential neighborhood. The intent of the district is to provide for the daily convenience and personal service needs of the surrounding residential neighborhood while minimizing conflicts with surrounding residential uses. This district is designed to be located within or adjacent to residential neighborhoods where large commercial operations are inappropriate, but where small neighborhood-oriented businesses are useful and desirable." (UDO Sec. 7-8-8(a)).
- The purpose of the *proposed* **Residential Single-Family High Density (RS-8)** zoning district is, "to establish a high density per acre for single-family dwellings where public infrastructure is sufficient to support such development and to stabilize and protect the district's residential character in areas of existing high density single-family development while promoting a suitable environment for single-family living. Non-single-family development normally required to provide the basic elements of a balanced and attractive residential area is also permitted." (UDO Sec. 7-8-4(a)).
- The proposed rezoning petition is generally compatible with most of the surrounding land uses, including:
    - RS-8-zoned property directly to the north of the subject property and in the majority of the Oakley neighborhood.
    - NB-zoned properties with small-scale commercial uses to the west and east of the subject property.
    - Community Business I (CBI)-zoned property with larger scale commercial uses further to the east of the subject property.

Council Goal(s):

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

Committee(s):

- Planning & Zoning Commission (PZC) - December 3, 2025 - Approved (Vote 6:0)

Pro(s):

- Allows for the construction of single-family detached houses.

Con(s):

- Does not allow for any neighborhood-serving commercial uses that the existing zoning allows by-right.
- Reduces the size and potential impact of this neighborhood business "node" in the Oakley neighborhood.

UDO District Comparison

UDO Provision	Neighborhood Business (NB)	Residential Single-Family High Density (RS-8)
Allowed uses:	• Multi-Family • Limited public, institutional, recreational, commercial, and retail uses • Small-scale, neighborhood-serving businesses	• **Single-Family Detached** • Townhouse • Accessory Dwelling Unit • Cottage Development • Limited public, institutional, and recreational uses
Density:	None.	n/a - determined by lot size standards
Lot Size Minimum:	None.	Min. 4,000 s.f.
Lot Width Minimum:	None.	Min. 40’
Building Height:	Max. 40’	Max. 40’
Building Setbacks:	Front: 15’, Side: 0’ min, Rear: 0’ min	Front: 15’, Side: 6’, Rear: 15’
Parking	None required for residential uses and most commercial uses.	Standard (1 per unit typically)

Suggested Motion to Approve:

- I move to recommend approval of the rezoning request for the property located at 13 Baldwin St from Neighborhood Business (NB) to Residential Single-Family High Density (RS-8) 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) promotes zoning policies to encourage more housing.

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) Ordinance
(6) Rezoning Application
(7) PZC Recommendation
(8) Draft PZC Action Minutes (12/3/25)