THE CITY OF ASHEVILLE

STAFF REPORT

City Council Date: September 27, 2022

Subject: Conditional Zoning Request for 650 Caribou Rd

Staff Resource(s): Todd Okolichany, AICP, LEED AP ND, Planning & Urban Design Director;
Will Palmquist, AICP, Principal Planner

Action Requested: Adoption of an ordinance to conditionally zone all portions of the property located at 650 Caribou Rd from Residential Multi-Family Medium Density (RM-8) to Residential Expansion - Conditional Zone (RES EXP - CZ).

Project Location and Contacts:

- The project site totals 14.73 acres located at 650 Caribou Rd (PIN 9657-10-3768).
- Owner: Asheville VOA Elderly Housing Inc.

Summary of Petition:

Project Site

- The project site consists of one property totalling 14.73 acres located at 650 and 652 Caribou Rd.
- The site is currently zoned Residential Multi-Family Medium Density (RM-8).
- Given the size of the project (over 50 residential dwelling units) a conditional zoning to the Residential Expansion (RES EXP) district is required.
- An existing two-story affordable senior-living multi-family development is located on the site with 51 dwelling units.
- The site is designated “Traditional Neighborhood” on the city’s Future Land Use (FLU) Map.
    - A change in the FLU designation will not be required.

Overall Project Proposal

- New building construction includes 54 senior-living dwelling units located in a new, three-story building.
- The project has been redesigned to site the proposed new building within the interior of the property and further away from neighboring properties.
- Other site improvements include expanded off-street parking and new sidewalks.
- All 54 units (100%) will be designated affordable for a minimum of 30 years.
    - 32 units will be affordable at 80% Area Median Income (AMI).
    - 17 units will be affordable at 60% Area Median Income (AMI).
    - 5 units will be affordable at 40% Area Median Income (AMI).
- 12 of these affordable units will be set aside for project based vouchers.

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 28 feet.
- Maximum density in the RES EXP district is 50 units/acre for this project, since at least 20% of the dwelling units are affordable at 80% AMI.
- The proposed project’s density is 7.1 units/acre, which includes the proposed and existing dwelling units.
- Front yard, rear yard and side yard setbacks of 15 feet are proposed as is required in the RES EXP district.
- Maximum impervious surface in the RES EXP district for multifamily uses is 80%.
- The proposed project would result in a total impervious area of 20%.

Landscaping and Open Space

- Landscape requirements apply, including street tree, parking lot, building impact, and property line buffers.
- The RES EXP district requires a 20 foot-wide “Type A” landscape buffer where the subject property is adjacent to any other residentially zoned property, which will be required along the

southern and northern property boundaries.

- The project is proposing an alternative compliance for the required landscape buffer of 40-feet in width along the northern property boundary and a portion of the southern property boundary.
    - This alternative compliance option is allowed when an undisturbed area is greater than twice the required buffer width, the number of required plant material in a buffer may be reduced by 50 percent.
- The project is classified as “urban” under the Tree Canopy Preservation standards and has a classification of “Class B”.
- The existing tree canopy is 63.8%.
- The project is required to preserve 10% of the existing tree canopy and is proposing to preserve 57.7% of the existing tree canopy.
- Open space is required at a rate of 15% of the site, resulting in 2.2 acres of open space, with at least one 10,500 square foot area that provides park or plaza-type features.
- The project is providing 11.8 acres of open space.

Access, Sidewalks and Parking

- Access to the site will be provided by an existing driveway located on Caribou Rd.
- A total of 105 parking spaces are proposed for the new and existing dwelling units.
- Based on the total number of dwelling units at the existing and proposed buildings, as well as the type of units which are a combination of 1-bedroom and 2-bedroom units, the minimum/maximum number of required parking spaces is 105/210 for the RES EXP district.
- The RES EXP district requires new 10 foot-wide sidewalks be constructed, both along the primary access corridor and internally throughout the site.
    - The project is proposing a new five foot-wide sidewalk with a five foot-wide planting strip along the site’s frontage on Caribou Rd.
    - The project is proposing five foot-wide sidewalks internal to the site.

Technical Modifications

- The project is seeking technical modifications to development standards through the conditional zoning process including:
    - Five foot-wide sidewalks along Caribou Rd and internal to the site instead of the required 10 foot-wide standard.
    - No bike lanes into the development.

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).
    - **Make Streets More Walkable, Comfortable and Connected** - by eliminating gaps in the city-wide sidewalk network (p. 147).
- 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

- The Shiloh Community Plan (adopted in 2010) provides goals and strategies for the neighborhood to achieve its long-term vision.
- The proposed development supports a number of goals and strategies in the plan, including:
    - **Quality of Life Goal #3: Work to improve the livability of our neighborhood – particularly housing and safety.**
        - *Strategy 2*. Improve pedestrian accessibility throughout the neighborhood, by supporting the development of sidewalks along Caribou Rd (p. 29).
    - **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).

Compatibility Analysis:

- The proposed multi-family residential project is compatible with the surrounding land uses, including:
    - The existing, 51-unit affordable, senior-living multi-family development on the site.
    - The Dawnwood Condominiums development, located directly across the site on the west side of Caribou Rd, which consists of 12 two-story, multi-family buildings.
    - Suburban commercial uses located along Hendersonville Rd further to the west.
    - The surrounding single-family houses throughout the Shiloh neighborhood.

Council Goal(s):

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

Committee(s):

- Technical Review Committee (TRC) - July 18, 2022 - approved with conditions.
- Planning & Zoning Commission (PZC) - August 3, 2022 - continued to 9/7 PZC meeting.
- Planning & Zoning Commission (PZC) - September 21, 2022 - approved, 4:0.

Staff Recommendation:

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

Suggested Motion to Approve:

- Motion to approve the conditional zoning request for the property located at 650 and 652 Caribou Rd from Residential Multi-Family Medium Density (RM-8) 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) prioritizing greater densities of development overall, throughout the city as appropriate; 2) increases the supply of affordable housing in proximity to schools, transit and parks; and, 3) eliminates gaps in the city-wide sidewalk network.

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 Plans & Building Elevations
(6) Exhibit E - Project Conditions
(7) Ordinance
(8) PZC Recommendation

(9) PZC Draft Action Minutes (9/21/22)
(10) TRC Report & Comments