

STANDARD REZONING: PACE HENDERSONVILLE (25-11-CZD)  
CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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## PROJECT SUMMARY

- Project Name & Number:
  - Pace Hendersonville
  - 25-11-CZD
- Applicant & Property Owner:
  - Pace Living, LLC | Jacob Glover (Applicant)
  - Hendersonville Hospitality, LLC (Owner)
- Property Address:
  - 201 Sugarloaf Rd
- Parcel Identification (PINS):
  - 9579-56-1085
- Project Acreage:
  - 6.72 Acres
- Current Parcel Zoning:
  - C-3 Highway Business /
  - CHMU Commercial Highway Mixed Use
- Current Land Use:
  - Lodging (Closed)
- Proposed Zoning:
  - Urban Residential CZD
- Proposed Land Use:
  - 120 Multi-Family Residential Units
- Future Land Use Designation:
  - Mixed Use Employment



SITE VICINITY MAP

*The City of Hendersonville is in receipt of a Conditional Zoning District application from Jacob Glover of Pace Living, LLC for 201 Sugarloaf Rd (PIN 9579-56-1085) totaling 6.72 Acres located along the access road at the bend in Sugarloaf Rd and also fronting Interstate 26.*

*The property is currently split zoned with C-3, Highway Business, and CHMU, Commercial Highway Mixed Use. The subject property is the current site of The Cascades (hotel). The petitioner is requesting that the parcel be rezoned to Urban Residential CZD and the use converted to allow for 120 apartment units.*

*'Residential, Multi-family' is not a permitted use in the C-3 zoning district. While it is a permitted use under CHMU, that zoning district has a maximum density of 12 units / acre. The proposed 120 units would result in a density of 18 units per acre and Urban Residential Conditional Zoning District has no density cap.*

*The development proposes to convert the two existing buildings on the site to 100 Studio units, 10 one-bedroom units, and 10 two-bedroom units. The existing parking on the site is also proposed to be maintained for the new use. Due to the site having existing buildings and parking lots, the developer is proposing a number of conditions granting relief from the design standards found in the Urban Residential Zoning District.*

*If approved, the project would be limited to the stated uses, design and conditions stated on the site plan.*

## SITE IMAGES



*View of corner of the site from Sugarloaf Rd*



*View of frontage of east parking lot and east face of main building and the north face of the annex building*



## SITE IMAGES



*View of neighboring properties to the east from subject property*



*View of open space and existing vegetation at the rear of the subject property*



## SITE IMAGES

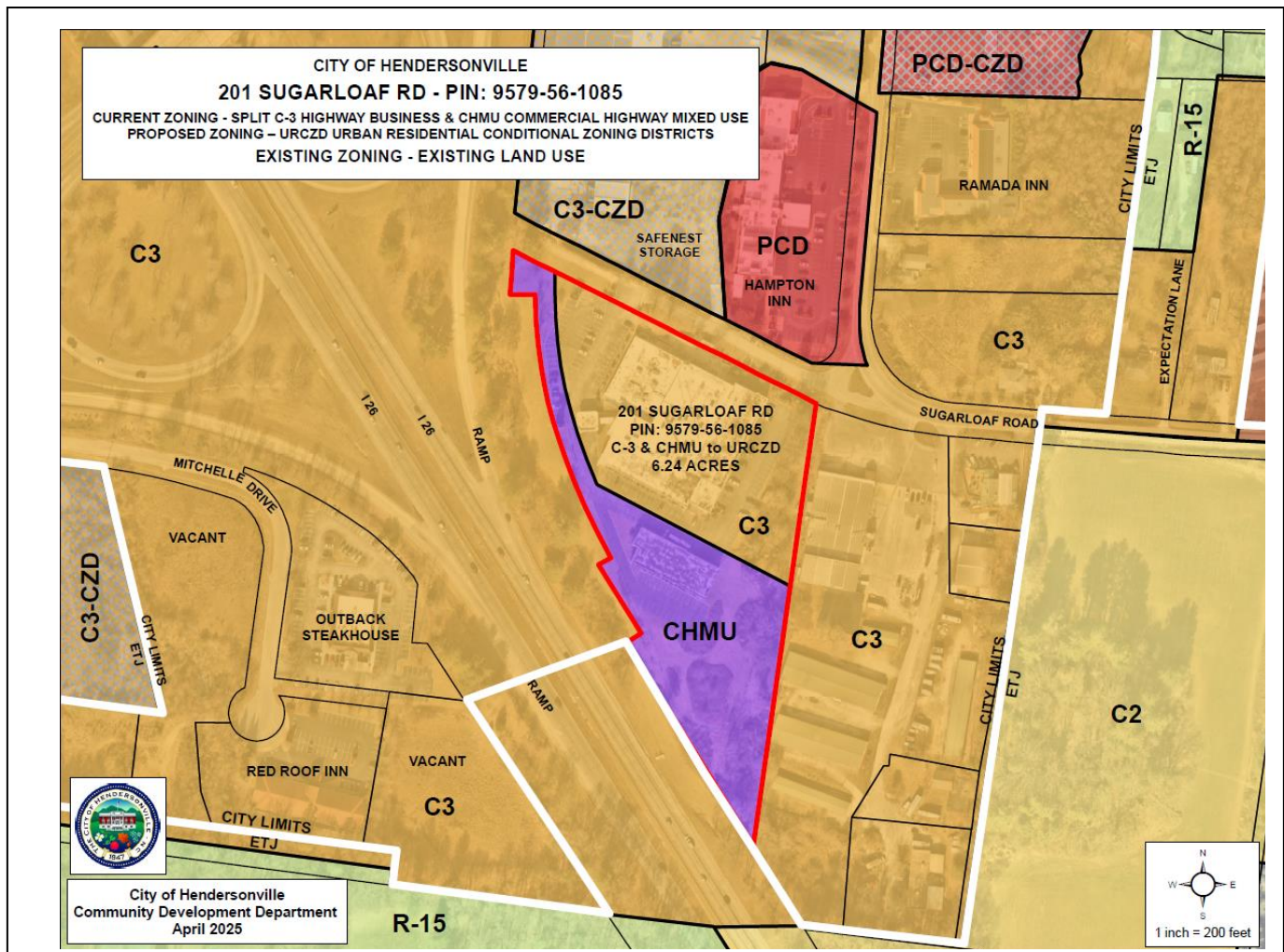


*View of rear parking and rear of main building (right) and north face of annex building (left)*



*View of access to rear of annex building. I-26 in background.*

## EXISTING ZONING & LAND USE



### Existing Land Use & Current Zoning Map

The subject property is located within the corporate limits of the city. The parcel is zoned C-3 and CHMU. The CHMU Zoning was put in place in 2021 to accommodate a planned conversion of the rear “annex” building to multi-family (multi-family is not permitted under C-3 zoning). The conversion to apartments did not occur, and the two separate parcels were later recombined into one parcel resulting in a split zoning.

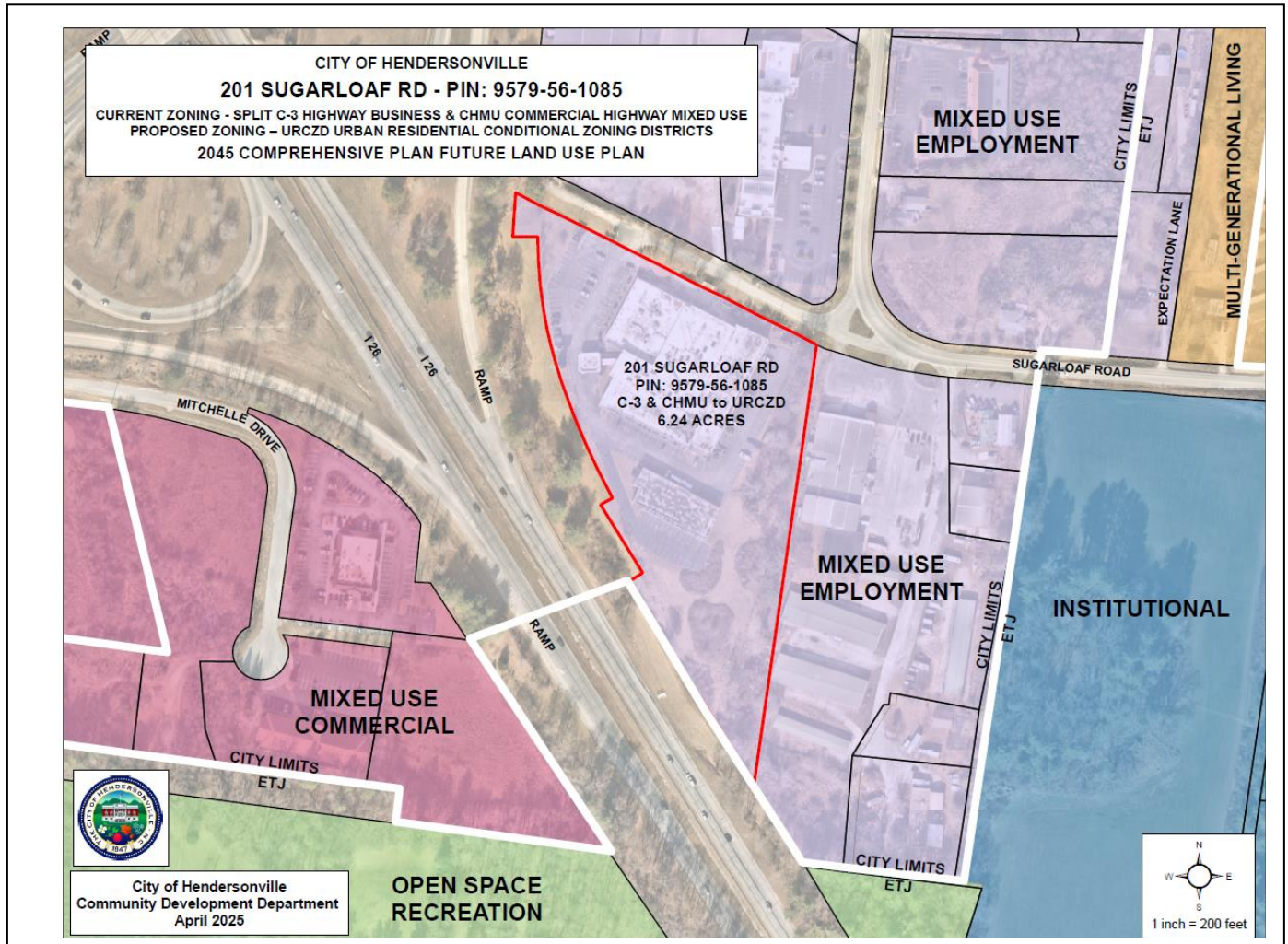
This subject property has been the site of The Cascades Mountain Resort – though the business has recently faced numerous fire and building maintenance code violations. The subject property is just over 6.5 acres in size and contains two 2-story principal buildings and associated parking areas. A two acre portion of the site, to the east and south, is undeveloped open space.

The dominate zoning in the area is C-3 Highway Business. The other zoning district in the area is Planned Commercial Development (PCD-CZD). This zoning district is located on parcels to the north of the subject property.

The land uses in this area are typical for interstate-oriented commercial uses with hotel/motels being the most prominent use. Other commercial uses include restaurants, gas stations, and self-storage facilities.



## FUTURE LAND USE



Future Land Use & Conservation Map

The City's Gen H 2045 Comprehensive Plan designates the subject property as "Mixed Use Employment" in the Future Land Use & Conservation Map. The adjacent properties flanking in all directions are also designated Mixed Use - Employment. The Character Area description for MU-E is as follows:

*Employment centers contain a mix of uses including office, light industrial, and institutional in buildings with multiple stories. These areas offer traditional workspace and can be supplemented by unconventional, collaborative workspace where innovation and education can be fostered. Highly walkable areas with clustered parking and minimized vehicular circulation, incorporation of some retail, recreational, and residential uses to create a live, work, and play environment is supported. Flexible open space is in the form of formal and informal parks and green spaces connected by trails and can be programmed for gatherings of various sizes and purposes are also integrated.*

### PROPOSED REQUEST DETAILS

#### Site Plan Summary:

- Proposed Use: Residential, multi-family
- Total Dwelling Units: 120
- Site: 6.72 Acres
- Density: 19.2 Units / Acre
- Buildings:
  - Total Footprint – 64,713 Sq Ft
  - Height - 25'
- Open Space: 116,838 Sq Ft or 40%
  - Common Open Space: 30,000 Sq Ft or 10.3%
  - Common Space: 3,831 Sq Ft or 1.3% - See comments below
- Transportation:
  - Access from S.R. 1734 at bend in Sugarloaf Rd. 1/4 mile from intersection with US64
  - The projected Average AM Peak Trips = 61 (Threshold for TIA = 100)
  - The projected Average PM Peak Trips = 48 (Threshold for TIA = 100)
  - The projected Daily Trips = 809 (Threshold for TIA = 1,000)
- Sidewalks:
  - 5' internal sidewalks & crosswalks are proposed
  - No external sidewalks – Fee-in-Lieu proposed
- Lighting:
  - All site lighting will be required to conform to the City's lighting standards for multi-family developments. The lighting plan is a component of the final site plan review.
- Parking:
  - Off-Street Parking
    - Required: 120 spaces (1 per unit for 1&2-bedroom units)
    - Provided: 181 spaces
  - On-Street Parking
    - Required but not provided
- Landscaping:
  - This development will be required to plant:
    - Street Trees (Sec. 5-25)
    - Common Space Plantings (5-25)
    - Vehicular Use Plantings (15-9)
    - Open Space Plantings (15-14)
  - A detailed Landscaping Plan will be provided at final site plan
- Building Design:
  - Two Existing Buildings constructed in 1966
  - Buildings were motels that were later enclosed with glass to create interior hallways.
  - Main Building – 2-Story 25'
  - Annex Building – 2.5-Story – 20'



- Floodplain: N/A
- Stream Buffer: N/A

## OUTSTANDING ISSUES & CITY-PROPOSED CONDITIONS:

### **COMMUNITY DEVELOPMENT:**

#### **Preliminary Site Plan Comments:**

- The site plan accompanying this petition meets the standards established by the Zoning Ordinance for UR- with the following exceptions:
  - These outstanding items shall need to be resolved as part of the CZD process
    - See Developer Proposed Conditions
    - Provision of Common Space
  - These outstanding items shall be resolved at the time of Final Site Plan and/or Preliminary Plat.
    - Detailed Landscaping Plan – The existing landscaping on the site is non-conforming, as it predates the City’s current landscaping standards set forth in Article 15 and in Urban Residential Zoning District. A non-conforming site must come into compliance with landscaping standards in a few different circumstances. The most relevant for this project would be for “renovations with a total cost exceeding 50% of the assessed value of the building according to Henderson County tax records or an appraisal by a state licensed appraiser”. We can assume this project, as proposed, would exceed this threshold. However, given that we do not yet have confirmation of this type of information, the applicant has only provided basic information about the existing landscaping on the site, which is proposed to be preserved. A detailed Landscaping Plan will be required as part of the Final Site Plan submittal.

#### **Proposed City-Initiated Conditions:**

- I. None

### **DEVELOPMENT REVIEW COMMITTEE COMMENTS:**

The Development Review Committee consist of the following Departments/Divisions and Agencies: Engineering, Water/Sewer, Fire Marshal, Stormwater Administration, Floodplain Administration, Public Works, NCDOT, Henderson County Soil & Erosion Control and the City’s Traffic Consultant. While all pertinent members of the DRC reviewed this project, staff has provided only the relevant/outstanding comments / conditions below:

- I. None

## DEVELOPER-PROPOSED CONDITIONS:

- 1) 5-25-5.8 Architectural Details - The developer requests a waiver for this section concerning architectural Details and the 35% reflectivity value requirement on the exterior walls for The following building elevations.

Building #1, main building

- east elevation
- south elevation

Building #2, rear residential only building (annex)

- north elevation
- south elevation
- east elevation
- west elevation

- 2) 5-25-5.9 Building Walls - The developer requests a waiver for this section concerning 'Long, Monotonous, uninterrupted walls' for the following building elevations.

- Building #1, main building
  - east elevation
  - south elevation
- Building #2, rear residential only building (annex)
  - north elevation
  - south elevation
  - east elevation
  - west elevation

- 3) 5-25-5.10 Building Entrances - The developer requests a waiver for this section concerning building Entrances for the following building:

- Building #2, rear residential only building

- 4) 5-25-5.12b Building Scale - The developer requests a waiver for this section concerning building scale for the following building elevations:

- Building #1, main building
  - east elevation
  - south elevation
  - west elevation
- Building #2, rear residential only building (annex)
  - north elevation
  - south elevation
  - east elevation
  - west elevation

- 5) 5-25-5.13 Internal Access and Connectivity - The developer requests a waiver for



this section. Current existing layout of the site does not comply.

- 6) 5-25-5.15 Pedestrian Zone and Sidewalks - The developer agrees to pay fee in lieu of the required 7'-0" sidewalk in accordance with section 6-12-3 and section 5-25-5.15 of the zoning code.
- 7) 5-25-5.17 Street Trees - The developer request a waiver for the street tree requirement. Existing trees, plants, shrubs, & hedges are existing on the access road. The Developer proposes adding additional large maturing trees to the north side of the property. Due to the amount of existing landscaping, drives, and rock formations, the developer is not able to achieve 1 canopy tree per every 40'-0".
- 8) 5-25-5.18 Landscape/Buffering Standards - The current development is not in compliance with the requirements of this section of the zoning ordinance, particularly with respect to the required tree plantings in parking lot areas. However, the developer intends to adhere to these landscaping and buffering standards to the fullest extent possible. To that end, a comprehensive landscape design prepared by a qualified landscape professional will eventually be submitted to the city for review and approval.
- 9) 5-25-5.20 Common Space Standards -The developer requests a waiver for this section concerning the required common space area. The total common space is less than the required 10% lot area. The total common space required minus the 30% allowed that can be located in an enclosed ground floor area is 20,492 sq. Ft. Total area of provide common space is 3831 sq. Ft., which is located on the east side of building #1 \*\*condition justification included as exhibits to the application.

GENERAL REZONING STANDARDS: COMPREHENSIVE PLAN CONSISTENCY	
1) COMPREHENSIVE PLAN CONSISTENCY	<p><b><u>LAND SUPPLY, SUITABILITY &amp; INTENSITY</u></b>  <b><u>Land Supply Map</u></b> - The subject property is <u>not</u> located on the Land Supply Map.  <b><u>Land Suitability</u></b> – The subject property was <u>not</u> evaluated in the Suitability Assessment.  <b><u>Development Intensity</u></b> - The subject property is located in an area designated as “<u>Moderate</u>” for Development Intensity.  <b><u>Focused Intensity Nodes</u></b> - The subject property is located between two Focused Intensity Nodes.  <b><u>Focus Area</u></b> - The subject property is <u>not</u> located in or near one of the 5 Focus Areas.</p>
	<p><b><u>FUTURE LAND USE &amp; CONSERVATION MAP</u></b>  <b>Character Area Designation:</b> Mixed Use Employment  <b>Character Area Description:</b> Somewhat Consistent  <b>Zoning Crosswalk:</b> Consistent</p>
2) COMPATIBILITY	<p><b><i>Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject property</i></b></p>
	<p><i>In addition to a general analysis of the existing conditions, staff has utilized the Gen H Comprehensive Plan as a guide for further evaluating issues related to “compatibility”. The analysis below includes an assessment of how the project aligns with the overall Goals and overarching Guiding Principles found in Chapter IV of the Gen H Plan.</i></p>
	<p><b><u>EXISTING CONDITIONS</u></b>  The subject property is zoned C-3 and CHMU. The site features two existing buildings that have been The Cascades Mountain Resort. They are proposed to be reused. Adjacent land uses to the north include lodging and self-storage. To the east, land uses include whole, storage and restaurant. The proposed multi-family use is compatible with the surrounding land uses.</p>
	<p><b><u>GEN H COMPREHENSIVE PLAN GOALS</u></b> (Chapter IV)  <b>Vibrant Neighborhoods:</b> Consistent  <b>Abundant Housing Choices:</b> Consistent  <b>Healthy and Accessible Natural Environment:</b> Consistent  <b>Authentic Community Character:</b> Consistent  <b>Safe Streets and Trails:</b> Inconsistent  <b>Reliable &amp; Accessible Utility Services:</b> Consistent  <b>Satisfying Work Opportunities:</b> N/A  <b>Welcoming &amp; Inclusive Community:</b> N/A  <b>Accessible &amp; Available Community Uses and Services:</b> N/A  <b>Resilient Community:</b> N/A</p>
	<p><b><u>GEN H COMPREHENSIVE PLAN GUIDING PRINCIPLES</u></b> (Chapter IV)  <b>Mix of Uses:</b> Consistent  <b>Compact Development:</b> Consistent  <b>Sense of Place:</b> Inconsistent</p>



	<b>Conserved &amp; Integrated Open Spaces:</b> Consistent <b>Desirable &amp; Affordable Housing:</b> Consistent <b>Connectivity:</b> Inconsistent <b>Efficient &amp; Accessible Infrastructure:</b> Consistent
3) Changed Conditions	<b>Whether and the extent to which there are changed conditions, trends or facts that require an amendment -</b> The area continues to face a housing shortage. The City's recent Housing Needs Assessment found that 10,000 dwelling units are needed in Henderson County over the next 5 years and that new construction is not keeping pace with household growth (p.20-21). Additionally, there have been a number of recent code violations at the subject property.
4) Public Interest	<b>Whether and the extent to which the proposed amendment would result in a logical and orderly development pattern that benefits the surrounding neighborhood, is in the public interest and promotes public health, safety and general welfare -</b> The proposed redevelopment would reimagine and reuse an underutilized property. Conversion of this property would provide needed housing and address ongoing code violations.
5) Public Facilities	<b>Whether and the extent to which adequate public facilities and services such as water supply, wastewater treatment, fire and police protection and transportation are available to support the proposed amendment</b> The subject property will continue to be served by City of Hendersonville services. Sugarloaf Rd is NCDOT-maintained and designated as a Minor Thoroughfare "Needing Improvement". The site is just over ¼ mile (5-6 minute walk) from the intersection of Chimney Rock Rd (US64).
6) Effect on Natural Environment	<b>Whether and the extent to which the proposed amendment would result in significantly adverse impacts on the natural environment including but not limited to water, air, noise, storm water management, streams, vegetation, wetlands and wildlife -</b> No impact on existing vegetation or pervious surfaces is proposed. The renovation of the existing building will trigger compliance with current landscaping standards.

## REZONING STANDARDS ANALYSIS & CONDITIONS

### **Staff Analysis**

- 1) Comprehensive Plan Consistency - Staff finds the petition to be consistent with the Gen H Comprehensive Plan Future Land Use & Conservation Map and the Character Area Description.
- 2) Compatibility - Staff finds that the proposed use is compatible with the surrounding land uses and consistent with the Goals & Guiding Principles of the Comprehensive Plan.
- 3) Changed Conditions - Staff finds that the changed conditions relate to the documented need for additional housing units and recent issues related to code violations at the subject property.
- 4) Public Interest - Staff finds that it is in the public interest to provide additional housing units and for the property to be redeveloped.
- 5) Public Facilities - Staff finds that the proposed development would efficiently utilize existing services and infrastructure.
- 6) Effect on Natural Environment – Despite having a lack of landscaping details at this time, staff finds that there will ultimately be a net increase in vegetation under the proposed plan.



The petition is found to be **consistent** with the City of Hendersonville Gen H Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

*The requested rezoning to Urban Residential Conditional Zoning District and the associated proposed redevelopment align with the Gen H 2045 Comprehensive Plan Future Land Use & Conservation Map and the Character Area Description for 'Mixed Use Employment'.*

We **[find/do not find]** this petition to be reasonable and in the public interest based on the information from the staff analysis and the public hearing, and because:

*DRAFT [Rationale for Approval]*

- *The proposed redevelopment would reuse and restore an underutilized property located in close proximity to a major commercial corridor.*
- *The proposed conversion of the subject property would provide needed housing units*
- *The proposed renovation of the subject property would result in improved landscaping*

*DRAFT [Rational for Denial]*

- *The proposed redevelopment is would have a negative impact on the transportation network*
- *The proposed development is incompatible with the surrounding land uses*