ZONING TEXT AMENDMENT: SMALL-SCALE MULTI-FAMILY IN THE MIC (P23-49-ZTA)

CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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- Project Name & Case #:
 - Small-Scale Multi-Family in the MIC
 - o P23-49-ZTA
- Applicant:
 - Dee Gambrell
- Articles Amended:
 - Section 5-10 (MIC)
 - 5-10-1
 - **5**-10-3
- Applicable Zoning District(s):
 - MIC, Medical, Institutional, & Cultural Zoning District

Summary of Amendment Petition:

The City of Hendersonville is in receipt of an application to amend the list of Permitted Uses in the MIC (Medical, Institutional, & Cultural)

Zoning District to include "Residential, Multifamily" as a permitted use.

To facilitate the inclusion of multi-family in the MIC district, staff has developed additional dimensional and design standards that aim to achieve compatibility with the existing neighborhood as part of this proposed text amendment. These proposed standards include a reduction in minimum setbacks, architectural design standards, site design standards, screening of parking, and pedestrian and vehicular connectivity requirements, to name a few. While there is no proposed maximum density, the maximum height, maximum footprint, minimum setbacks, minimum common space, parking requirements, and landscaping standards will all work in combination to limit the overall scale of any development.

Section 15-4-7 would also be amended to strike Minor PRD in the MIC as this use would be made obsolete with the inclusion of Multi-family residential as a permitted use in the MIC.

Development Pattern in the MIC: The MIC District has many characteristics of Traditional Neighborhood Design. Traditional Neighborhoods feature an interconnected street system laid out on small blocks typically containing sidewalks. Within these blocks you would typically find a mix of single-family and multi-family residential uses with civic uses and neighborhood-scale commercial uses at the edges. These uses would be located on a parcel or group of parcels typically defined by approximately 50' x 150' lots. These parcels would typically feature single-family residential structures set back 10-20' from the back of sidewalks. The homes predominantly feature(d) front porches and parking in the rear of the lots that are/were accessed either by alleys or long, narrow driveways running along the side of the lot. Of the 235 parcels zoned MIC or MIC SU/CZD, there are 46 parcels located in the West Side National Register Historic District

<u>Multi-Family in the MIC</u>:. The MIC allowed for Multi-Family residential when it was initially adopted in 1965. It was later removed as a permitted use. In 1988, Nursing Homes, Rest Homes, Congregate Care Facilities and Progressive Care Facilities were added to the MIC because it was believed that "higher density housing is a compatible use in the MIC District". In 1995, Planned Unit Developments including Multi-Family Residential uses were permitted in the MIC. Staff was able to determine that as early as 1997, Multi-family was no longer a permitted use within the MIC. The exact date and rationale for the removal of the use has not been determined.

According to Current Land Use data from the 2009 Comprehensive Plan, there are 5 parcels in the MIC currently used for Multi-Family - the largest of which is the Holly Crest Condominiums (20 units/acre). There are also a number of multi-family uses adjacent to and in the vicinity of the MIC District.

<u>Current Character</u>: This is a highly urbanized area that complements downtown and features, in addition to Pardee Hospital and a variety of schools and a small portion of the West Side National Register Historic District. Redevelopment in this area has resulted in a number of parcels developed in an automobile-oriented conventional suburban pattern as opposed to the original, early-suburb, Traditional Neighborhood Design that remains in part today.

The MIC Zoning District currently contains a wide range of land uses which include medical; institutional; recreational; commercial office and retail; single-family, two-family and multifamily residential; and a small amount of vacant land. In particular, the medical facilities generate a significant amount of traffic, light, noise and other indicators of an intense use within this district. At the heart of this medical area is the Pardee Hospital. Though the hospital campus is zoned Planned Commercial Development (PCD), it serves as the epicenter for the MIC District. Additionally, despite being zoned Planned Institutional Development (PID), the educational uses of Hendersonville Elementary, Hendersonville Middle and Hendersonville High School and Immaculata Catholic School (zoned CMU), contribute to the character of the MIC Zoning district due to their proximity.

<u>Transportation</u>: The MIC District contains a segment of a Major Thoroughfare, US 64, as it approaches Downtown Hendersonville. The MIC also contains two minor thoroughfares, 5th Ave and N. Justice St. Downtown Hendersonville is located just 1/3rd Mile (which is less than a 10-minute walk) from the center of the MIC District.

<u>Staff Recommendations</u>: In order to accomplish the stated goals of the 2030 Comprehensive Plan and address affordability through the provision of a mix of housing types, it is necessary to re-introduce Small-Scale Multi-Family uses, as proposed by the applicant. Furthermore, to permit the type of urban form that has defined this area since it was initially developed and to promote a pedestrian-friendly atmosphere, staff is also recommending a reduction in front setbacks, and minimum lot width with flexibility in side setbacks. These proposed revisions would apply district wide.

<u>Design Standards in the MIC</u>: To further ensure walkability and compatibility in this historic area of town, Design Standards have been proposed in the form of Supplementary Standards. These design standards are applicable to small-scale multi-family (including mixed-use). The supplementary standards address issues such as architectural details/features, building materials, building placement/orientation, and parking. The standards are based on the design requirements found in the City's other mixed use zoning districts with some key differences such as the distinction of "small-scale" multi-family (8 units or fewer) from larger forms of multi-family developments.

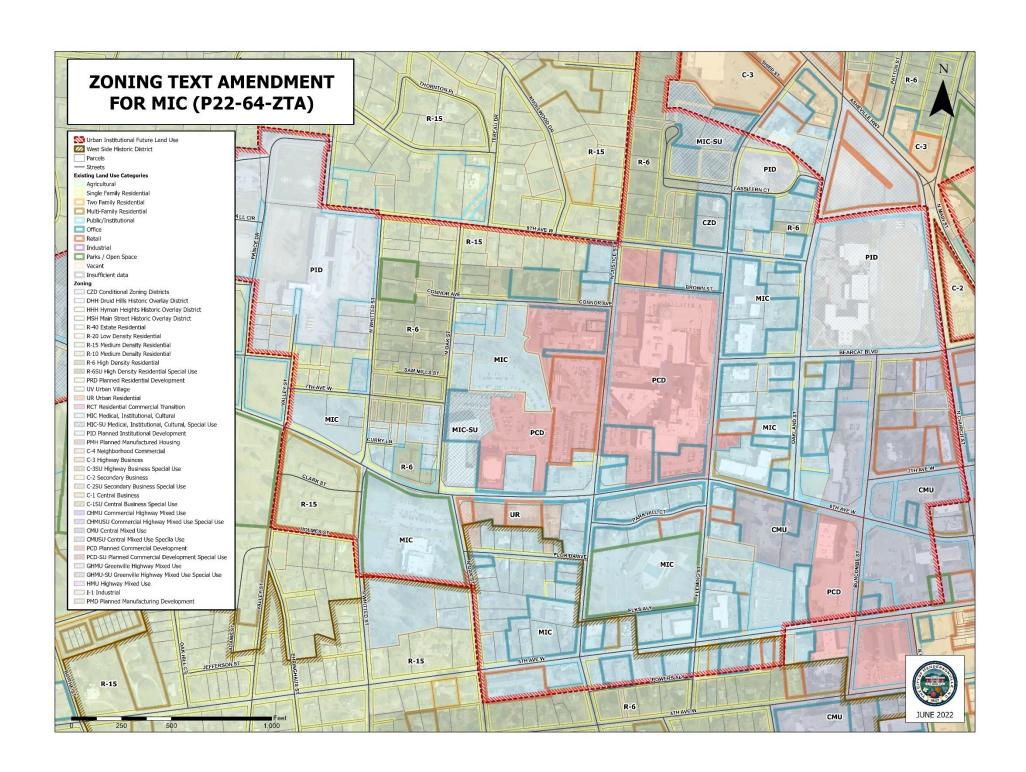
Another key difference between this proposal and some of the City's other zoning districts, is that the proposed text amendment does not include a cap on density. This is similar to the CMU, GHMU and Urban Residential zoning districts (no density cap), but differs from the PRD, HMU and CHMU districts (density caps). The proposal is designed to control density by addressing the scale of development through a range of supplementary standards that must be achieved. Restrictions on height (42') and requirements for parking (I per unit); setbacks (front 10', side 20' total, rear 20'); common space (10%); and landscaping will work in tandem to dictate the density that is achievable on a site without utilizing a specific density cap requirement.

It has also been considered that this area is already highly developed and there is very little vacant land within this district. Redevelopment efforts are certainly likely, however the consolidation of smaller lots to create enough contiguous land for a large scale-development would prove very challenging and potentially cost-prohibitive. A more readily achievable / near-term outcome is the provision of "Missing Middle Housing" consisting of duplexes, triplexes, quadplexes, townhomes and other forms of medium-density residential housing types.

The proposal to allow for additional housing within close proximity to employment and educational opportunities, shopping, worship and entertainment will better utilize existing infrastructure; and allow residents the opportunity to increase the number of trips they take by foot or by bike (reducing vehicular traffic congestion and parking demands).

<u>Tools for Review</u>: To review the proposed language in comparison to the current language, please use the mark-up found in this staff report below. A diagram has also been provided which illustrates a conceptual 4-unit residential use on a small parcel that could be achieved using the proposed language. The diagram highlights the current standards as well as the proposed standards. Additional photo examples are provided.

<u>Map</u>: The following map illustrates the Future Land Use designation of Urban Institutional in relationship to existing Zoning and Land Use along with the West Side Historic District. A full version of this map is attached to your packet. The zoning is displayed by the color of the parcel and labeling. The land use is displayed by an outline of parcels. The Future Land Use Designations and West Side Historic District are displayed with outlines.



SUBJECT IMAGES



Multi-family on US 64 in the MIC



Multi-family on US 64 adjacent to MIC

SUBJECT IMAGES



Multi-family in the MIC



Conventional Suburban Development in MIC with parking in front and 50+' setback at Fleming St and 30' setback on 5^{th} Ave

SUBJECT IMAGES



Traditional multi-family with 15' setback in the MIC



Contrast of setbacks: Mixed-use with multi-family apartments on upper floors and 0' setback (far) adjacent to medical office with parking in front and 65' front setback (near)

The Legislative Committee of the Planning Board met to discuss this petition at their recurring meeting on Tuesday, July 18, 2023. The members of the committee that were present were Jim Robertson, Peter Hanley and Neil Brown. In general, the Committee members were supportive of the proposed text changes along with suggestions from staff found in the supplementary standards. The Committee recommended to strengthen language around the provision of parking to the side/rear and the discouragement of front-facing garages while also proposing to reduce some of the costly architectural requirements such as requiring architectural features on non-street facing facades and requiring at least 15% of a façade to be made of stone, brick or decorative block.

PROPOSED TEXT REVISIONS

With consideration of the applicant's request and after additional review by the Legislative Committee, the following revisions to the zoning code are presented for your consideration. Staff has further revised the recommendations below from those reviewed by the Legislative Committee.

ARTICLE V. - ZONING DISTRICT CLASSIFICATIONS

Section 5-10. - Medical, Institutional and Cultural Zoning District Classification (MIC).

5-10-1. Permitted uses.

The following uses are permitted by right in the MIC Medical Institutional Cultural Zoning District Classification, provided they meet all requirements of this section and all other requirements established in this appendix:

Accessory dwelling units subject to supplementary standards contained in section 16-4 below

Accessory uses and structures

Adult care centers registered with the NC Department of Health and Human Services (DHSS)

Adult care homes so long as the use is clearly incidental to the residential use of the dwelling and does not change the essential residential character of the dwelling

Banks and other financial institutions

Child care centers subject to supplementary standards contained in section 16-4, below

Child care homes so long as the use is clearly incidental to the residential use of the dwelling and does not change the essential residential character of the dwelling

Congregate care facilities subject to supplementary standards contained in section 16-4, below

Home occupations

Hospitals

Laundries, coin-operated

Music and art studios

Neighborhood community centers

Nursing homes subject to supplementary standards contained in section 16-4, below

Offices, business, professional and public

Parking lots and parking garages

Parks

Personal services consistent with the purposes of this classification, such as barber and beauty shops, medical and dental labs and clinics, opticians and optical services and prosthetics & orthopedics

Planned residential developments (minor)

Progressive care facilities subject to supplementary standards contained in section 16-4, below

Public and semi-public buildings

Religious institutions

Residential care facilities subject to supplementary standards contained in section 16-4, below

Residential dwellings, single-family

Residential dwellings, two-family

Residential dwellings, small-scale multi-family subject to supplementary standards contained in section 16-4, below

Rest homes subject to supplementary standards contained in section 16-4, below

Retail stores consistent within the purposes of this classification, such as gift shops, florist shops and pharmacies

Schools, post-secondary, business, technical and vocational

Signs, subject to the provisions of article XIII

Telecommunications antennas, subject to supplementary standards contained in section 16-4, below

5-10-3. Dimensional requirements.

Minimum lot area in square feet:	8,000
Lot area per dwelling unit in square feet:	10,000 for the first; 5,000 square feet for each additional dwelling unit in one building.
Minimum lot width at building line in feet:	<mark>7</mark> 50
Minimum yard requirements in feet:	Front: 30 <u>10</u>
	Side: 20 total for lot; with minimum of 5; on any side
	Rear: 20
Accessory Structure Minimum Setbacks	Front: Shall be located to the side or rear of principal structure
	Side & Rear: 5
Maximum height in feet:	50

ARTICLE XVI. - SUPPLEMENTARY STANDARDS FOR CERTAIN USES

16-4-31 - Residential Dwellings, Small-scale multi-family

- a) For the purposes of these standards, small-scale multi-family shall include all developments not subject to the N.C. Residential Code for One- and Two-Family Dwellings including triplexes, quadplexes, and other small apartment buildings. The standards below may be implemented voluntarily for single-family attached (townhomes) constructed subject to N.C. Residential Code for One- and Two-Family Dwellings.
- b) Maximum Height for any structure shall be 42'.
- c) Maximum footprint for any principal structure shall be 4,000 square feet.
- d) All street-facing sides of a corner lot are considered fronts
- e) Building Placement
 - a. Buildings shall be situated as close to the minimum front setback as practicable.
 - b. <u>Buildings shall be situated to provide off-street parking to the rear and/or side of the building(s).</u>
 - c. <u>Buildings shall be situated to protect and accentuate important mountain vistas and views of significant historic sites.</u>
 - d. <u>Buildings shall be situated to provide well-defined, street-facing entrance(s) with a connecting walkway with a direct, safe, pedestrian connection to the street.</u>
 - i. For buildings on corner lots, an entrance may be placed at the corner, thereby eliminating the need for side entrances.
 - e. <u>Buildings shall offset front-loading garages and carports, if provided, behind the front façade by a minimum of 10'.</u>
 - i. Front-loading garages and carports shall be visually designed to form a secondary building volume.
 - ii. The width of an attached garage shall not exceed 50 percent of the total building façade.
 - f. Canopies, awnings, cornices, balconies, front-facing covered porches and stoops and similar architectural accents are permitted to extend from the building up to five feet (5') into a required minimum setback and/or required Common Open Space.
- f) Architectural Design Standards
 - a. The following standards apply to all facades (front, rear and side) of buildings:
 - i. No wall shall exceed 16 feet in length without an offset. A building façade which is less than 16 feet in length shall not require an offset.
 - ii. Offsets shall have a minimum depth or projection of one and one half feet (1.5').



iii. Each façade shall use fenestration and do so in a manner which is proportional to the overall scale of the building.

- iv. All building facades shall contain at least two building materials which shall contrast in color and texture.
- v. When multiple wall materials are combined on one façade, the designer is encouraged to place the heavier material(s) below
- vi. Building materials shall be used consistently on the exterior of the building. The following building materials are prohibited for exterior façade application:
 - I) Plain concrete block (with or without paint);
 - 2) Reflective glass;
 - 3) More than 50 percent glass on any façade;
 - 4) Vinyl siding; and
 - 5) Any other materials not customarily used in conventional construction.
- vii. Exposed foundations shall consist of stone, stucco, brick or decorative block. If crawlspaces of porches are enclosed, they shall be enclosed with similar materials or lattice or any combination thereof.
- viii. Windows. Windows shall either be (1) recessed a minimum of three inches (3") from the façade or (2) trimmed. If trim is used, it shall be a minimum of four inches (nominal) in width and shall project beyond the façade.
- b. The following standards apply to all street-facing facades (fronts) of buildings:
 - i. Detailed design shall be provided by using at least two (2) of the following architectural features on all elevations.
 - I. Dormers
 - 2. Gables
 - 3. Recessed entries
 - 4. Cupolas or towers
 - 5. Pillars, columns or posts
 - 6. Corbels
 - 7. Bay windows
 - 8. Balconies
 - 9. <u>Decorative patterns on exterior finish (e.g. scales/shingles, wainscoting, ornamentation)</u>
 - 10. Parapets / Decorative cornices and roof lines (required for buildings with flat roofs)
 - 11. Wood siding with two and a half inch to four and a half inch reveal (2.5"-4.5")
- c. <u>Pitched roofs on residential buildings shall have a pitch between 5:12 and 12:12. Eaves (with a minimum twelve-inch (12") projection) shall be provided with a pitched roof.</u>
- d. <u>Useable porches and/or stoops, at least eight feet (8') in width and six feet (6') in depth, shall be located on the front and/or side of the home. Porches and stoops may encroach into front setback up to five feet (5').</u>
- e. Accessory buildings with a floor area greater than 150 square feet shall be clad in materials similar in appearance to the principal structure and with similar roof pitch.
- f. Walls and fences located in the front yard shall be no more than four feet (4') above grade. The use of chain link fencing is prohibited in front yards. For corner lots, both street-facing sides shall be considered fronts. Rear yard and side yard fences are not subject to these standards.

- g) On-street parking. On-street parking is encouraged for all local streets and thoroughfares.
 - a. <u>On-street parking abutting the development parcel shall count toward meeting the off-street parking requirements for the district.</u>
 - b. On-street parking may take the form of parallel or angle parking and shall be built according to city or state standards as applicable in order to count towards minimum parking requirements.

h) Off-street parking.

- a. All off-street parking lots shall be provided at the side or rear of buildings or the interior of a block of buildings and not closer to the street than the edge profile of the structures.
- b. Off-street parking shall not be adjacent to street intersections.

ARTICLE XII. - DEFINITION OF TERMS

Sec. 12-2. - Definition of commonly used terms and words.

Dwelling, small-scale multi-family: A building with eight (8) or fewer dwelling units

GENERAL REZONIGN STANDARDS: COMPREHENSIVE PLAN CONSISTENCY

Goal LU-12. Urban Institutional: Create a cohesive, well-defined urban campus for medical and educational institutions, with supportive office, service and residential uses, that is integrated with Downtown.

Strategy LU-12.1. Locations: Area surrounding Pardee Memorial Hospital [CONSISTENT]

Strategy LU-12.3. Secondary recommended land uses:

- Single-family attached residential [CONSISTENT]
- Multi-family residential [CONSISTENT]
- Live-work units [CONSISTENT]
- Limited retail and services [CONSISTENT]

Strategy LU-12.4. Development guidelines:

- Similar development standards to **Downtown Support**
- Encouragement of neighborhood master-planning that links hospital with offices, services and Downtown

Strategy LU-11.4. (Downtown Support) Development guidelines:

- Minimal front setback [CONSISTENT]
- Rear or limited side parking only [CONSISTENT]
- Façade articulation [CONSISTENT]

Land Use & Development

Strategy LU-1.1. Encourage infill development and redevelopment in areas planned for high-intensity development.

Action LU-1.1.1. Review zoning standards and revise as necessary to enable compatible infill projects.

Strategy LU-3.5 Minimize negative impacts from growth and land use changes on existing land uses. Some zoning map changes and other development applications may create short-term incompatibilities with existing neighborhoods, even if they are consistent with the Future Land Use Plan. It is critical that City officials consider the full range of impacts of all development applications, in addition to conformance with the Future Land Use Plan.

Action LU-3.5.1 Consider a full range of short- and long-term impacts when reviewing zone change applications and other proposals that introduce land use changes. When reviewing zone change applications, the City should consider whether applications demonstrate a clear public purpose as well as the criteria listed in Figure 8.3a.

Strategy LU-3.6. - Update the Zoning Code to ensure conformance with the Comprehensive Plan. The Zoning Code is the City's primary regulatory tool in implementing the Comprehensive Plan. Amendments to the Zoning Code and Map will be necessary to reflect Comprehensive Plan recommendations and ensure orderly growth and development.

Population & Housing

Strategy PH-1.1 — Promote compatible infill development

Strategy PH-1.4. Allow redevelopment and/or reuse of single-family homes that directly front on arterials into office or high-density residential uses in coordination with the Future Land Use Map.

	Goal PH-2. Encourage a wide range of housing types and price points in order to meet the diverse and evolving needs of current and future residents, match the housing supply with the local workforce, and promote diverse neighborhoods. Goal PH-3. Promote safe and walkable neighborhoods. Action PH-3.1.1. Encourage pedestrian-friendly design features in residential developments, such as recessed or rear garages and front porches in single-family development, and rear parking lots and front entrances in multi-family developments. Strategy PH-3.2 - Encourage mixed land use patterns that place residents within walking distance of services.
Natural & Environmental Resources	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Cultural & Historic Resources	Portions of the MIC Zoning District are located within the West Side National Register Historic District Goal CR-1. Preserve the viability and individuality of Hendersonville's historic neighborhoods in order to maintain their role in supporting community pride, livability and identity. Strategy CR-1.3. Promote investment in and adjacent to Historic Districts through compatible infill development, particularly on currently underutilized, non-historic properties.
Community Facilities	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Water Resources	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Transportation & Circulation	Strategy TC-1.1. Encourage mixed-use, pedestrian-friendly development that reduces the need to drive between land uses.

GENERAL REZONING STANDARDS		
	Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject property -	
Compatibility	Multi-family: The MIC Zoning District contains land uses which include a wide range of medical; institutional; commercial office and retail; recreational; single-family, two-family and multi-family residential uses; and vacant land. In particular, the medical facilities in the area, including Pardee Hospital, are a primary land use which generates a significant amount of traffic, light and other indicators of an intense use.	
	Dimensional Standards: The proposal aims to eliminate the incompatibility of a 30' front setback and to provide other standards which align with the traditional character of the district. A more walkable urban form may be achieved by shifting parking to the rear of a lot and allowing for buildings to be brought closer to the road. Reduction in setbacks allows for greater flexibility and more efficient utilization of land.	
	Supplementary Standards: the intent of the design standards is to provide compatibility with the existing historic character of the district.	
	Whether and the extent to which there are changed conditions, trends or facts that require an amendment -	
Changed Conditions	Residential Development / Redevelopment have risen steadily over the 2.5 years. High demand and undersupply of housing in our region is well-documented. Permitting multi-family uses addresses this need while the standards proposed aim to protect the character of the district. Given the proximity to downtown and Pardee hospital, reinvestment and redevelopment is likely to occur in this area.	
Public Interest	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 -	
	Multi-family: As is well-documented in the City's Comprehensive Plan, there is a need for compatible infill development in areas of the City where utilization of existing infrastructure can be realized and in areas that place residents in close walking distance to goods and services. The addition of multi-family residential would help to address this need while providing a variety of housing types.	
	Dimensional Standards: Reducing front setbacks and shifting parking to the rear of lots supports a built environment that is more friendly to pedestrians by creating a greater sense of enclosure and higher quality walking experience while still accommodating automobiles.	
	Supplementary Standards: requiring particular outcomes with new development will help to ensure that new development compliments existing development.	
Public Facilities	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	
	The MIC Zoning District is in an urban location that is well served by public facilities.	
Effect on Natural Environment	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 -	
	There are no known negative environmental impacts associated with the petition.	

The petition is found to be [consistent] with the City of Hendersonville 2030 Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

The 2030 Comprehensive Plan Land Use and Development Chapter calls for minimal front setbacks and recommends multi-family as a secondary use for properties within the Urban Institutional Future Land Use Designation. Goal PH-3 of the Population & Housing Chapter further supports the proposed Supplementary Standards for Small-Scale Multi-Family.

We [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]

- 1) The addition of multi-family residential as a permitted use will allow for greater infill development in a zoning district with a mix of intense land uses.
- 2) The addition of multi-family residential as a permitted use will place more residents within close proximity to goods and services.
- 3) The addition of multi-family residential as a permitted use will provide for a variety of housing types at different price points.

DRAFT [Rational for Denial]

- 1) The allowance of additional density would be incompatible with single-family uses in the MIC zoning district.
- 2) The reduction of front setbacks would permit a more distinctly urban form.