

GREENVILLE HIGHWAY MULTI-FAMILY (P21-78-CZD)

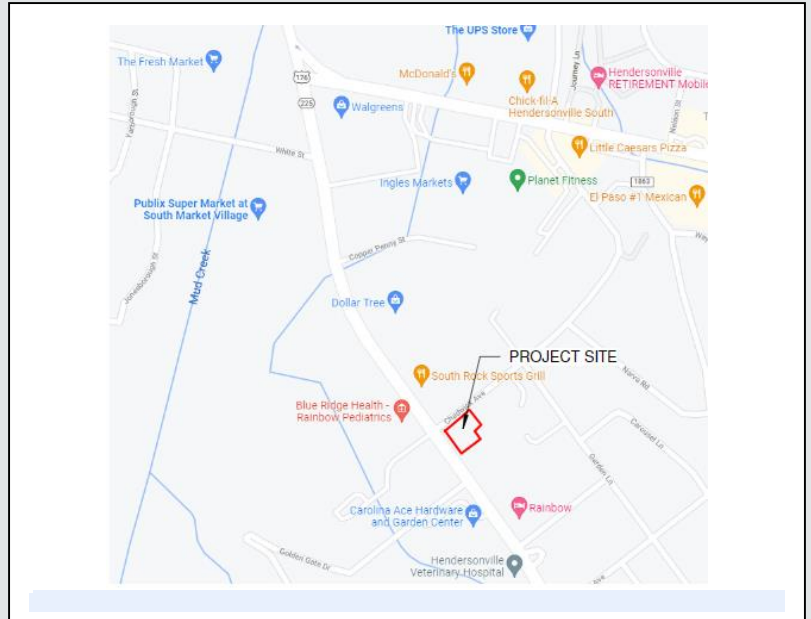
CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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PROJECT SUMMARY

- Project Name & Case #:
 - Greenville Highway Multi-Family
 - P21-78-CZD
- Applicant & Property Owner:
 - Joey Burnett / Tamara Peacock Architects [Applicant]
 - Brett Barry [Developer]
 - Noy Hensley / Hunting Creek Associates, LLC. [Owner]
- Property Address:
 - 904 Greenville Highway
- Project Acreage:
 - 2.25 Acres
- Parcel Identification (PIN):
 - 9568-92-1924
- Current Parcel Zoning:
 - GHMU (Greenville Highway Mixed Use)
- Requested Zoning:
 - GHMU-CZD (Greenville Highway Mixed Use Conditional Zoning District)
- Future Land Use Designation:
 - High Intensity Neighborhood
- Neighborhood Compatibility Meeting:
 - December 15th, 2021



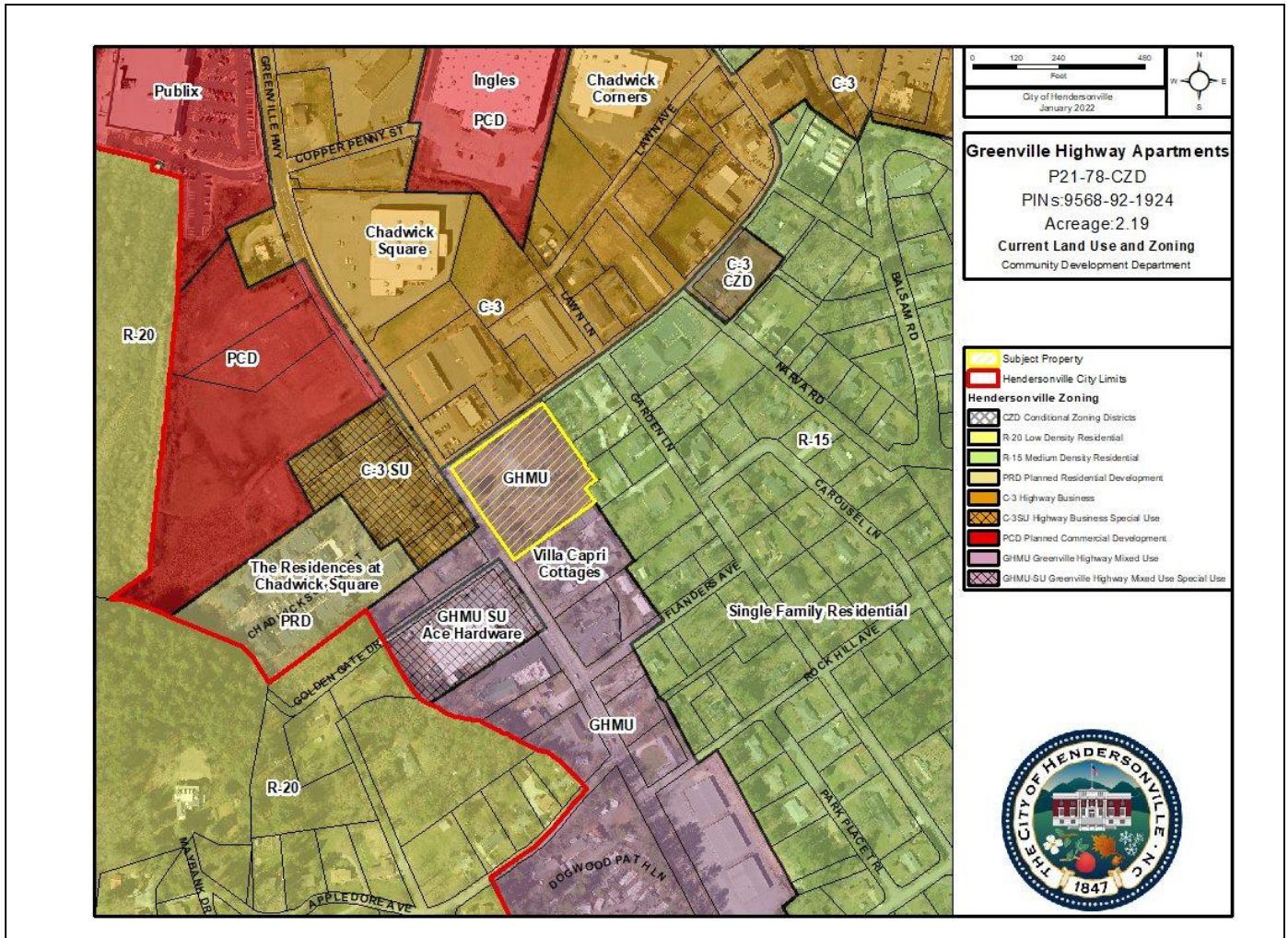
SITE VICINITY MAP

The City of Hendersonville is in receipt of an application for a Conditional Zoning District from Joey Burnett of The Tamara Peacock Company (applicant), Brett Barry (developer) and Noy Hensley, Hunting Creek Associates, LLC (property owners). The applicants are requesting to rezone the subject property (PIN 9568-92-1924) located at 904 Greenville Highway (at the corner of Chadwick Ave), from GHMU (Greenville Highway Mixed Use) to GHMU-CZD (Greenville Highway Mixed Use - Conditional Zoning District) for the redevelopment of a 2.25-acre site consisting of 80 vertical apartment units (56 – 2bd/2ba & 24 – 1 bd/1ba) with a density of 35.6 units/acre. The Greenville Highway Mixed Use district does not have a density cap. There are 3 – 4-story buildings proposed with a total of 117,600 Sq Ft GFA. The stated use of the site is residential, multi-family.

The site is currently vacant and features clusters of mature trees. The site had previously been occupied by a mobile home park with 13 units.

This project required a conditional rezoning due to the scale of the proposed development exceeding 50,000 Sq Ft.

EXISTING ZONING & LAND USE



City of Hendersonville Current Zoning & Land Use Map

This parcel at the intersection of Greenville Highway and Chadwick Ave represents the beginning of the Greenville Highway Mixed Use zoning district as the GHMU district extends along Greenville Highway towards the Village of Flat Rock. Parcels to the south along this corridor are all zoned GHMU/GHMU-SU and consist of a mix of commercial (office, retail, etc.) and residential uses (multi-family and single-family). The properties to the east of the subject parcel are zoned R-15 and consist of typical suburban single-family homes. Parcels to the north are C-3 and representative of the hub of intense commercial activity found at the intersection of Greenville Highway and Spartanburg Highway. Some PCD zoning is found in this area and is associated with the 3 large, grocery store-anchored strip center developments in close proximity to the subject property – each of which is less than a ½ mile (less than a 10-minute walk) from the subject property. The subject property is .85 miles (15 to 20-minute walk) from Downtown (using the Historic Henderson County Courthouse as destination point).

SITE IMAGES



View along Greenville Highway towards Chadwick Ave intersection



View along Chadwick Ave towards Greenville Highway intersection

SITE IMAGES



View at corner of Chadwick Ave and Greenville Highway



*View of center of site from corner of Chadwick Ave and Greenville Highway.
Remnants of existing asphalt visible.*

SITE IMAGES



View of center of site near Chadwick Ave facing southeast. Remnants of existing asphalt visible



View of center of the site from rear of site facing Chadwick Ave. Remnants of existing asphalt visible

SITE IMAGES



View of eastern corner of the subject property and adjacent structures



View of wet weather conveyance along eastern property line and neighboring structures and debris

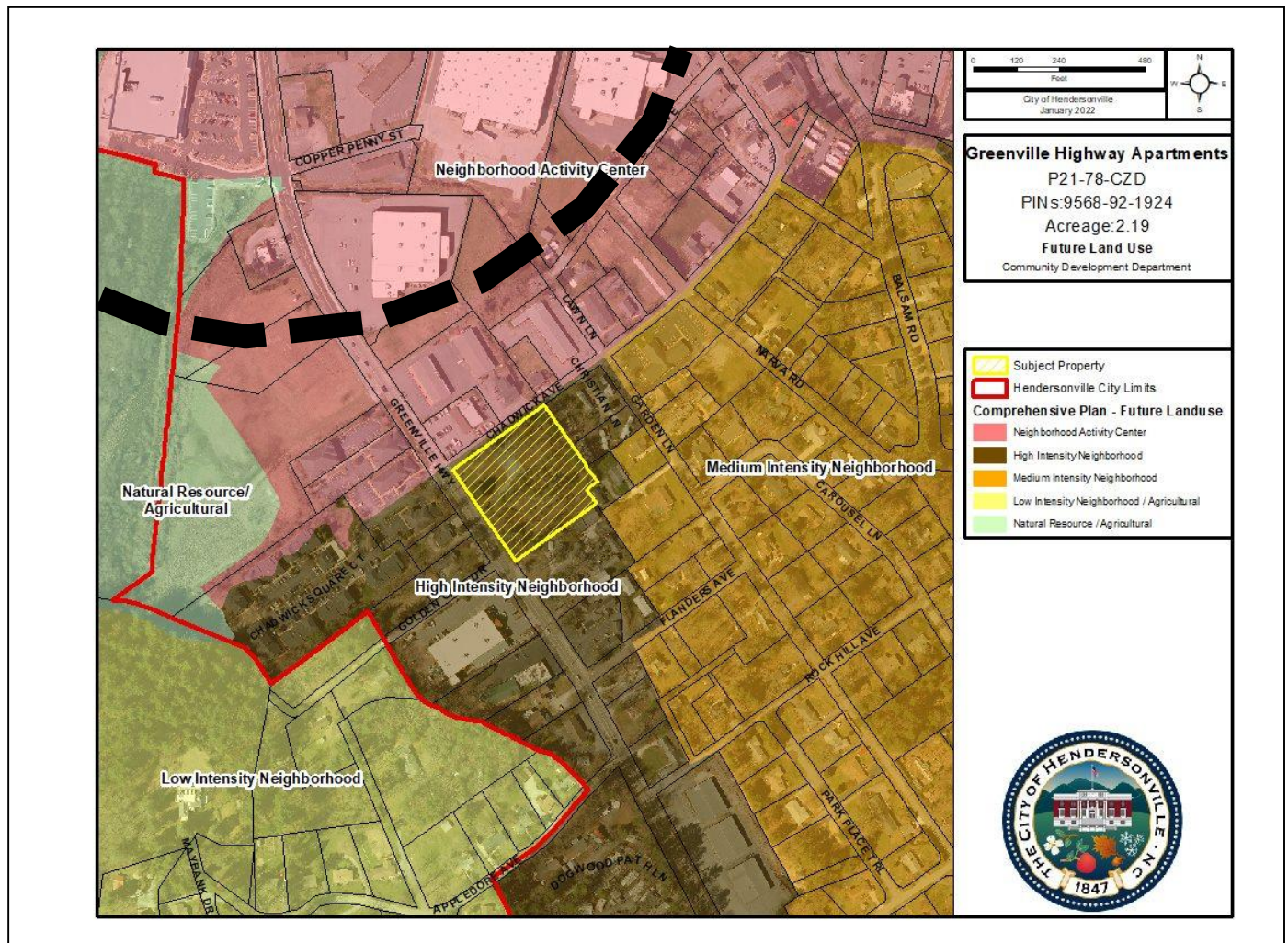
REZONING HISTORY – GHMU (Greenville Highway Mixed Use) – October 9, 2003

Prior Zoning	Summary of Prior Petition	Status
Unknown		

The specific previous zoning for this currently vacant parcel is unknown but we do know that the site had previously been used as a mobile home park. This former use likely dates back to at least the mid-1970s.

The parcel was rezoned as part of the establishment of the GHMU district which was approved on October 9, 2003.

FUTURE LAND USE



City of Hendersonville Future Land Use Map

The subject property is located at a boundary edge where a High Intensity Neighborhood District transitions from a Neighborhood Activity Center along the Chadwick Ave intersection with Greenville Highway. It is also in close proximity to the Activity Node located at the intersection of Greenville Highway & Spartanburg Highway. Not only does this location serve as a transitional area for the intensity related to the Activity Node but also the intensity of uses along Greenville Highway - transitioning from High Intensity Neighborhood to Medium Intensity Neighborhood to the east. Low Intensity Neighborhood and Natural Resource / Agricultural designations are also found in vicinity of the project but have a lesser relationship to the proposed rezoning / redevelopment proposal.

COMPREHENSIVE PLAN CONSISTENCY

Future Land Use	Goal LU-7 - High Intensity Neighborhood - Encourage low-maintenance, high density housing that supports Neighborhood and Regional Activity Centers and downtown and provides a transition between commercial and single-family development. Promote walkable neighborhood design that creates attractive and functional roadway corridors and multi-family residential neighborhoods
	<p>Strategy LU-7.1. Locations:</p> <ul style="list-style-type: none"> • Existing or planned high-density housing neighborhoods (greater than eight units per acre) [consistent] • Priority infill development areas where high-density development is desirable and/or expected, including: <ul style="list-style-type: none"> o Boulevard and Major Thoroughfare corridors near Neighborhood Activity Centers [consistent] o Neighborhoods near Downtown, excluding historic neighborhoods [consistent]
	<p>Strategy LU-7.2. Primary recommended land uses:</p> <ul style="list-style-type: none"> • Multi-family residential [consistent]
	<p>Strategy LU-7.4. Development guidelines:</p> <ul style="list-style-type: none"> • Eight or more units per gross acre [consistent] • Placement of higher-intensity uses (e.g. office or higher-density residential) close to Boulevards and Major Thoroughfares, and/or adjacent to Neighborhood and Regional Activity Centers [consistent] • At least 60% open space in new residential developments greater than three acres [n/a] • Architectural guidelines to encourage compatibility between different land uses (e.g. similarities in building height, massing, roof pitch, and rhythm of windows and façade detailing) [consistent] • Encouragement of walkable neighborhood design, as described under Goal PH-3 in Chapter 2 [consistent]
Land Use & Development	Growth Management: Designated as a “Priority Infill Area” (Map 8.3a) - Areas that are considered a high priority for the City to encourage infill development on remaining vacant lots and redevelopment of underutilized or underdeveloped properties [consistent]
	<p>Goal LU-1. Encourage infill development that utilizes existing infrastructure in order to maximize public investment and revitalize existing neighborhoods.</p> <p>Strategy LU-1.1. Encourage infill development and redevelopment in areas planned for high-intensity development, as indicated by the “Priority Infill Areas” on Map 8.3a. [consistent]</p>
	<p><u>Infill development</u>: Development that takes place within existing neighborhoods, making maximum use of the existing infrastructure instead of building on previously undeveloped land.</p> <p>-Centers for Disease Control and Prevention, Healthy Places Terminology</p> <p>Examples of opportunities for infill development include: • Scattered vacant lots</p> <ul style="list-style-type: none"> • Underutilized commercial properties

COMPREHENSIVE PLAN CONSISTENCY

Population & Housing	<p>Strategy PH-1.1 – Promote Compatible infill development...</p> <p>Action PH-1.1.1 – Develop design guidelines for infill development...</p> <p>Action PH-1.1.2 – Implement zoning map and/or text amendments as needed in the Priority Infill Areas...Amendments will bring zoning standards in line with desired form and land uses.</p> <p>Action PH-1.5.6 – Promote installation of street trees through private redevelopment.</p>
	<p>Strategy PH-2.2 – Encourage provision of affordable housing units in new developments.</p>
	<p>Strategy PH-3.2 - Encourage mixed land use patterns that place residents within walking distance of services.</p> <p>Action PH-3.2.1 - Encourage pedestrian-friendly design features in residential developments, such as ... rear parking lots and front entrances in multi-family developments.</p>
Natural & Environmental Resources	<p>Goal NR-2 - Provide a variety of quality open space, distributed equitably throughout Hendersonville, that can be used for recreational opportunities and aesthetic enhancements</p>
	<p>Strategy NR-2.1. Encourage clustered development that preserves open space while allowing a return on investment. Clustering homes on smaller lots, or clustering commercial development in multi-story buildings, preserves open space without sacrificing housing units or leasable floor area. Zoning regulations can encourage such development by avoiding minimum lot area standards and promoting flexibility in design</p>
	<p>Strategy NR-2.3 – Promote preservation of woodlands. Mature trees and wooded areas are significant community-defining natural features that contribute to Hendersonville’s identity. Trees provide several additional community benefits, as described in Figure 3.3.c.</p> <p>Action NR-2.3.5 Encourage larger developments to place structures and roadways in areas where land has been disturbed and trees have already been removed.</p>
	<p>Strategy NR-2.4 – Promote the location and design of open space areas within developments...</p> <p>Action NR-2.4.1 – Encourage development and redevelopment projects to provide open space areas that connect to planned green infrastructure areas.</p>
	<p>Strategy NR-3.2. Enable and encourage Low-Impact Development practices in stormwater management. Low Impact Development (LID) is an innovative approach to stormwater management that mimics natural hydrological processes and focuses on both the quality and quantity of stormwater. See Strategy WR-2.3 in Chapter 6 for details and examples of LID practices.</p>

Cultural & Historic Resources	The subject property is less than .3 miles from a locally-designated historic landmark, the Brookland Charles Edmondston House at 299 Balsam Rd.
	The surrounding residential area appears to primarily be post-WWII conventional suburban development.
	No Goals, Strategies, or Actions are directly applicable to this project.
Community Facilities	No Goals, Strategies, or Actions are directly applicable to this project.
Water Resources	The proposed project would be serviced by City Water and Sewer.
	Strategy WR-2.1. Continue to fund and operate the City's stormwater management program. This program, as required through Phase II of the Federal Clean Water Act, includes the following elements: Action WR-2.1.5 Continue to require the control of post construction runoff through the City's stormwater regulations.
	Strategy WR-2.3. Enable and encourage Low-Impact Development practices in stormwater management. Low Impact Design (LID) is an innovative approach to stormwater management that mimics natural hydrological processes and focuses on both the quality and quantity of stormwater.
Transportation & Circulation	The project is located on a Major Thoroughfare with Proposed Improvement according to Map 7.3a.
	Strategy TC-1.1. Encourage mixed-use, pedestrian-friendly development that reduces the need to drive between land uses. Action TC-1.1.3 Encourage walkable site design, as described under Goal PH-3
	Strategy TC-2.4. Encourage bicycle parking facilities at key destinations. Providing secure parking facilities for bicycles is an important component in creating a convenient bicycling infrastructure and promoting bicycle usage
	Strategy TC-3.4. Improve roadways as needed to implement the land use vision and meet level-of-service requirements, as illustrated on Map 7.3a.
	Goal TC-5. Enhance key gateways to the community in order to present a positive first impression and increase civic pride. The appearance of a community's roadways affects the perception of that community by visitors as well as citizens. Enhanced entrances and roadways help to make the community more attractive to visitors and prospective residents and businesses, while increasing pride in the community among existing citizens.

GENERAL REZONING STANDARDS	
Compatibility	<p>Given the wide range of uses and levels of intensity in the surrounding area and along the Greenville Highway Corridor and given the proximity to the intersection with Spartanburg Highway and general proximity to Downtown, high density multi-family residential appears to be compatible as a use. The design guidelines of the GHMU Zoning District, further ensure that a development of this scale is compatible with the surrounding area and corridor.</p> <p>Cultural Resources: The subject property is less than .3 miles from a locally-designated historic landmark, the Brookland Charles Edmondston House at 299 Balsam Rd. The surrounding residential area appears to primarily be post-WWII suburban development.</p>
Changed Conditions	<p>The southern end of Hendersonville has continued to develop as a key commercial node for the City with a wide range of groceries, restaurants, retail shops, services and high density residential.</p>
Public Interest	<p>The proposed 80 residential units would provide much needed additional housing while making efficient use of land (under 2.5 acres) within walking distance to a number of opportunities for employment, shopping, and recreation.</p>
Public Facilities	<p>A Water / Sewer Availability Request has not been submitted for this project.</p> <p>Staff required a TIA to identify any needed mitigation although the project was under the threshold for triggering a TIA based on projected daily trips. Concerns around the impact to the functionality of Chadwick Ave provided justification for acting upon the discretion granted to the Community Development Director to require a TIA.</p>
Effect on Natural Environment	<p>While some mature hardwood trees would be lost due to the development, the impact would not be considered “significant” due to this being an area that was previously developed and is not considered to be an area ranking highly in biodiversity. Efforts appear to have been made to preserve as many trees as possible on the site.</p> <p>Floodplain Considerations: While the subject property is not located within a floodplain or floodway, it is in close proximity to Mud Creek and Johnson Ditch (highlighted with red lines). The subject property is .42 miles from the confluence of Mud Creek and Wash Creek - near the intersection of Spartanburg Hwy and Greenville Hwy.</p>

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

The High Intensity Neighborhood designation calls for Multi-Family Residential as a primary land use and the proposed site plan aligns with all development guidelines listed under LU 7.4.

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]

- *The petition is located in a Priority Infill Area which recommends redevelopment of underutilized lots [Strategy LU-7.1].*
- *The petition promotes compatible infill development [Strategy PH-1.]*
- *The petition is located on a Major Thoroughfare [Map 7.3.a]*
- *The petition provides walkable design in close proximity to goods and services [Strategy PH-3.2 & Action TC-1.1.3].*
- *Parking is placed to the rear of the buildings [Action PH-3.2.1]*
- *Though some mature trees are proposed to be removed, the petition is proposing to place buildings and drives where existing land disturbing activities have previously occurred [Action NR-2.3.5].*
- *The petition proposes to provide street trees along sidewalks [Action PH-1.5.6]*
- *The petition is proposing to provide bicycle parking facilities [Strategy TC-2.4].*

DRAFT [Rational for Denial]

- *The scale of the proposed project is not compatible with surrounding development. [Strategy LU-3.5]*
- *The petition will result in the removal of some mature trees [Strategy NR-2.3].*
- *The petition is not proposing to provide affordable housing [Strategy PH-2.2].*
- *The petition is not proposing the use of Low Impact Development Stormwater Management practices [Strategy WR-2.3.].*

STAFF SITE PLAN REVIEW – SUMMARY COMMENTS

PROPOSED REQUEST DETAILS

- The site plan accompanying this petition contains the following provisions:
 - 80-Unit Apartment Development on 2.25 Acres (Density = 35.6 Units/Acre)
 - 3 – 4-story buildings
 - 117,600 Sq Ft of Gross Floor Area
- Request the following uses:
 - Residential, Multi-Family
- Developer Proposed Conditions:
 - There are no developer proposed conditions

COMMUNITY DEVELOPMENT DEPARTMENT

The site plan accompanying this petition meets the standards established by the Zoning Ordinance for Greenville Highway Mixed Use (5-23) and Site Plan Review (7-3) with the following exceptions:

- Preliminary Lighting Plan required
- Provision of Seating in Common Areas
- Provide Additional Amenity per Section 5-22-4.1.4.e.
-

CITY ENGINEER

- Show how the proposed sidewalk will connect to existing sidewalk at property edges.
- Driveway entrance aprons should conform to current City standards.
- Sidewalk along Chadwick should be designed with consideration to City's plans to widen Chadwick Avenue.
- Existing driveway cut on Greenville Hwy should be removed and sidewalk made continuous as required.

FIRE MARSHAL

- Possible relocation of fire hydrant

STORMWATER ADMINISTRATOR

- Encourage developer to consider using open greenspace around parking areas for green infrastructure: bioswale, bioretention, rain garden.
- Ensure they preserve or improve the existing natural drainage way along the eastern boundary of the parcel.

FLOODPLAIN ADMINISTRATOR – N/A

TRANSPORTATION SUMMARY

The proposed development is anticipated to generate 434 Daily Trip per the ITE Trip Generation Manual, 10th Edition. This falls below the City's Threshold for triggering a TIA (Section 6-18), however this section of the Zoning Ordinance allows the Community Development Director discretion to require a TIA when a development's traffic may create a hazard to public safety. Given questions about the impact this development would have at the intersections of Chadwick Ave and Greenville Hwy, Chadwick Ave and Spartanburg Hwy, Greenville Hwy and White St and Greenville Highway and Spartanburg Hwy, a TIA was required. The City's Transportation Consultant (Jonathan Guy, Kimley-

Horn) provided the following feedback on the TIA submitted by the development team:

- *Based on a technical review of the TIA as submitted, the analysis and recommendations provide a reasonable assessment of the traffic impacts associated with the proposed development on the adjacent street network. The report text and figures should be revised as noted herein for completeness and correctness, and a technical memo or addendum to this TIA should be completed as a response to all comments.*

In addition to the requested technical revisions to the report, the following observation would result in changes to the proposed site plan:

- *Consideration should be given to moving the driveway on Chadwick Avenue as far back from the intersection with Greenville Highway as practically possible. As shown, the current location could impact the operations of the intersection. Furthermore, pushing the driveway back will allow for a future installation of a left-turn lane at the signal with Greenville Highway. In its current location and with the installation of a left turn lane the driveway could be limited to right-in/right out operations at some point in the future.*

STAFF SITE PLAN REVIEW – OUTSTANDING ISSUES & TECHNICAL REVISIONS

OUTSTANDING ISSUES (Compliance Required)

Land Use & Development

- Preliminary Lighting Plan required [Applicant response: Willing to comply with Dark Sky requirements]
- Provision of Seating in Common Areas [Applicant response: Will provide per code]
- Provide Additional Amenity per Section 5-22-4.1.4.e. [Applicant response: Will provide per code]

Transportation

- Revised TIA required
- Other Engineering Comments on Sidewalks [Applicant response: Will be resolved at final site plan]

Fire Safety

- Relocation of fire hydrant [Applicant response: New Hydrant can be coordinated]

Water & Sewer

- Availability request required [Applicant response: Availability Request will be completed. Full Utility Plan will be provided at Final Site Plan]

REQUESTED TECHNICAL REVISIONS (Possible Conditions)

Population & Housing – N/A

Natural & Environmental Resources

- The Tree Board recommends the developer protect the trees along the edge of the parking lots and the stream according to Article XV, Section 15-4(C) of the Zoning Ordinance. See attached Tree Board Summary.
- Per Stormwater Administrator: Encourage developer to consider using open greenspace around parking areas for green infrastructure: bioswale, bioretention, rain garden.

- Per Stormwater Administrator: Ensure they preserve or improve the existing natural drainage way along the eastern boundary of the parcel

Cultural & Historic Resources – N/A

Community Facilities – N/A

Water Resources – see Natural & Environmental Resources

Transportation & Circulation

- Driveway location needs to be shifted as far from the intersection as possible.
- ROW Dedication along Chadwick Ave – All areas from the back of sidewalk to the existing ROW will be dedicated to the City. Final details of width needed will be coordinated with Traffic Consultant and Public Works Director.

Land Use & Development

- Additional Architectural detail at corner of building located at Greenville Hwy and Chadwick Ave per Section 18-6-4.5 "On corner lots, the applicant is encouraged to provide a building entry, additional building mass, and distinctive architectural elements at corner of buildings."