

REZONING: CONDITIONAL REZONING –LEO AT HENDERSONVILLE (25-48-CZD)

CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

PROJECT SUMMARY	2
EXISTING ZONING & LAND USE	3
SITE IMAGES.....	4
SITE IMAGES.....	5
SITE IMAGES.....	6
SITE IMAGES.....	7
FUTURE LAND USE	9
STAFF SITE PLAN REVIEW – SUMMARY COMMENTS	10
DEVELOPER-PROPOSED CONDITIONS:	12
OUTSTANDING ISSUES & CITY PROPOSED CONDITIONS:	12
REZONING ANALYSIS – GENERAL REZONING STANDARDS (ARTICLE 11-4)	15
DRAFT COMPREHENSIVE PLAN CONSISTENCY AND REZONING REASONABLENESS STATEMENT	16



PROJECT SUMMARY

- Project Name & Case #:
 - LEO at Hendersonville
 - 25-48-CZD
- Applicant & Property Owner:
 - Advenir Azora Development (Scott Weathers) [Applicant]
 - Jeffrey Justus [Owner]
- Property Address:
 - 1741 Haywood Road
- Project Acreage:
 - 20.95
- Parcel Identification (PIN):
 - 9569-22-9206
- Current Parcel Zoning:
 - R-15 Medium Density Residential
- Future Land Use Designation:
 - Family Neighborhood Living
- Requested Zoning:
 - PRD-CZD Planned Residential Development – Conditional Zoning District
- Requested Future Land Use Designation:
 - Multi-Generational Living
- Requested Uses:
 - Residential dwellings, two, three, and four-family
- Neighborhood Compatibility Meeting(s):
 - June 30th, 2025 – City Hall
 - August 19th, 2025 – Blue Ridge Community College

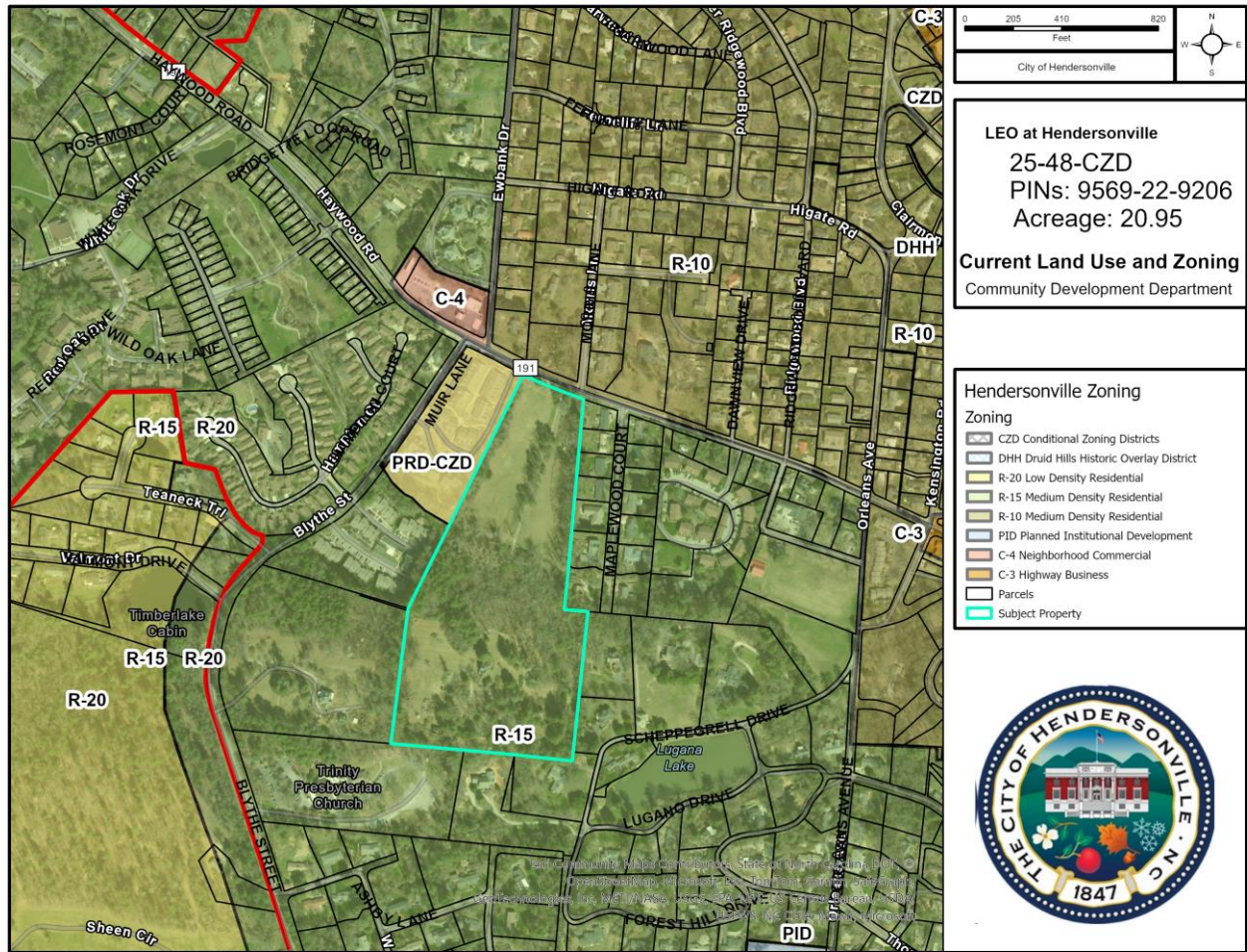


SITE VICINITY MAP

The City of Hendersonville has received an application for a Conditional Rezoning from Scott Weathers of Advenir Azora Development (Applicant) and Jeffrey Justus (Owner). The request is to rezone the property located at 1741 Haywood Road (PIN 9569-22-9206) from R-15 Medium Density Residential to PRD-CZD (Planned Residential Development – Conditional Zoning District) to allow for the construction of a 180-unit residential project. The proposed development includes a mix of duplexes, triplexes, and quadplexes.

Planned amenities include a clubhouse and pool, and the applicant has proposed accommodating a public greenway through the center of the site along Brittain Creek.

The applicant does not intend to subdivide the property. As a result, the project is exempt from certain requirements of the City's subdivision ordinance, such as constructing all streets to public standards and dedicating them to the City. However, the applicant has agreed to build the main thoroughfare to public street standards. The subdivision ordinance also requires a secondary access for projects over 31 lots. This is not triggered in this instance.



The subject property consists of 22 acres located off Haywood Road (NC-191). It is primarily open space, with a historic home and several outbuildings—dating back to the early 1900s—situated on the southern portion of the parcel. The property is surrounded on three sides by R-15 zoning.

Immediately to the east is a small neighborhood of ranch and split-level homes along Maplewood Court. The southeastern portion is bordered by large-lot single-family homes. To the southwest lies the property of Trinity Presbyterian Church. The western edge of the site includes another early 1900s single-family home and two townhome developments, one of which sits at the northwestern corner of the property and is zoned PRD-CZD.

To the north, the zoning shifts to R-10, which includes a mix of single-family homes and several townhome developments. As you travel further along Haywood Road, residential density increases with newer development patterns.

Many of the projects along Haywood Road are zoned R-15 but utilized a predecessor to PRD known as PUD (Planned Unit Development), which allowed the projects to be constructed by-right.

SITE IMAGES



View looking west along frontage of property.

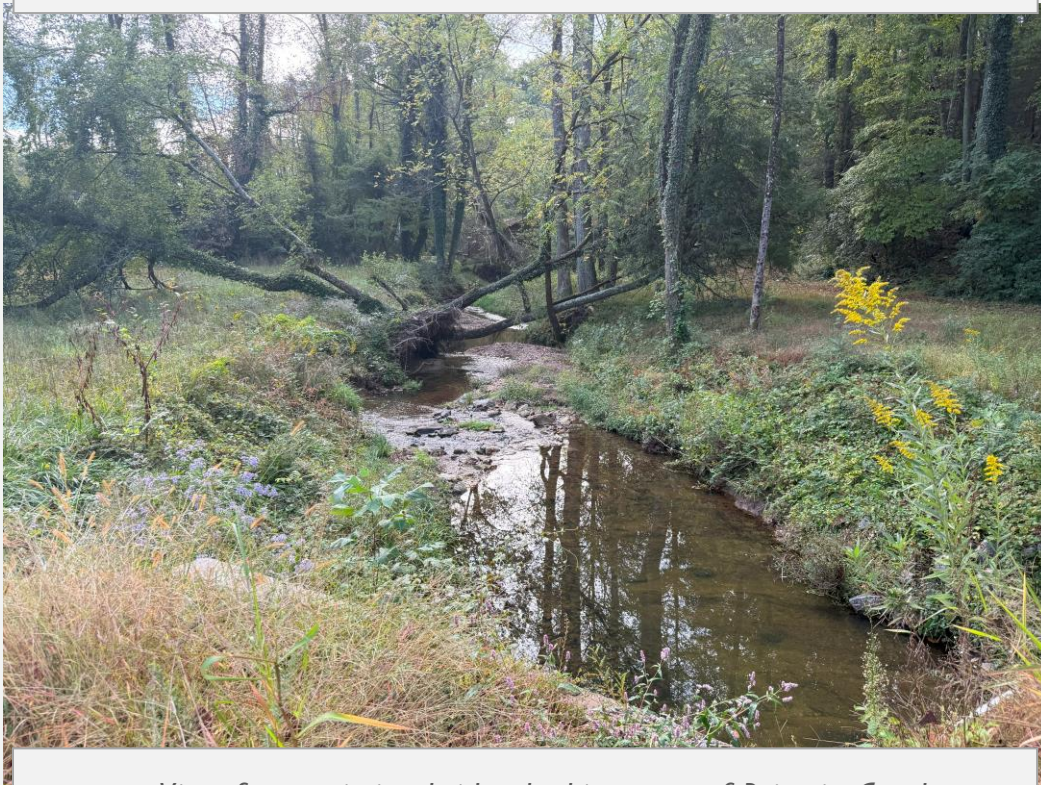


View looking into property from Haywood Road.

SITE IMAGES



Stream/ditch proposed to be piped by the developer. The stream runs along the eastern portion of the property.



View from existing bridge looking east of Brittain Creek.

SITE IMAGES



View from existing bridge looking west of Brittain Creek.



View south from Brittain Creek.

SITE IMAGES



Existing road that will be utilized for the new road running along the southeastern portion of the property.



View of adjacent property to the SE. A home sits beyond the tree line.

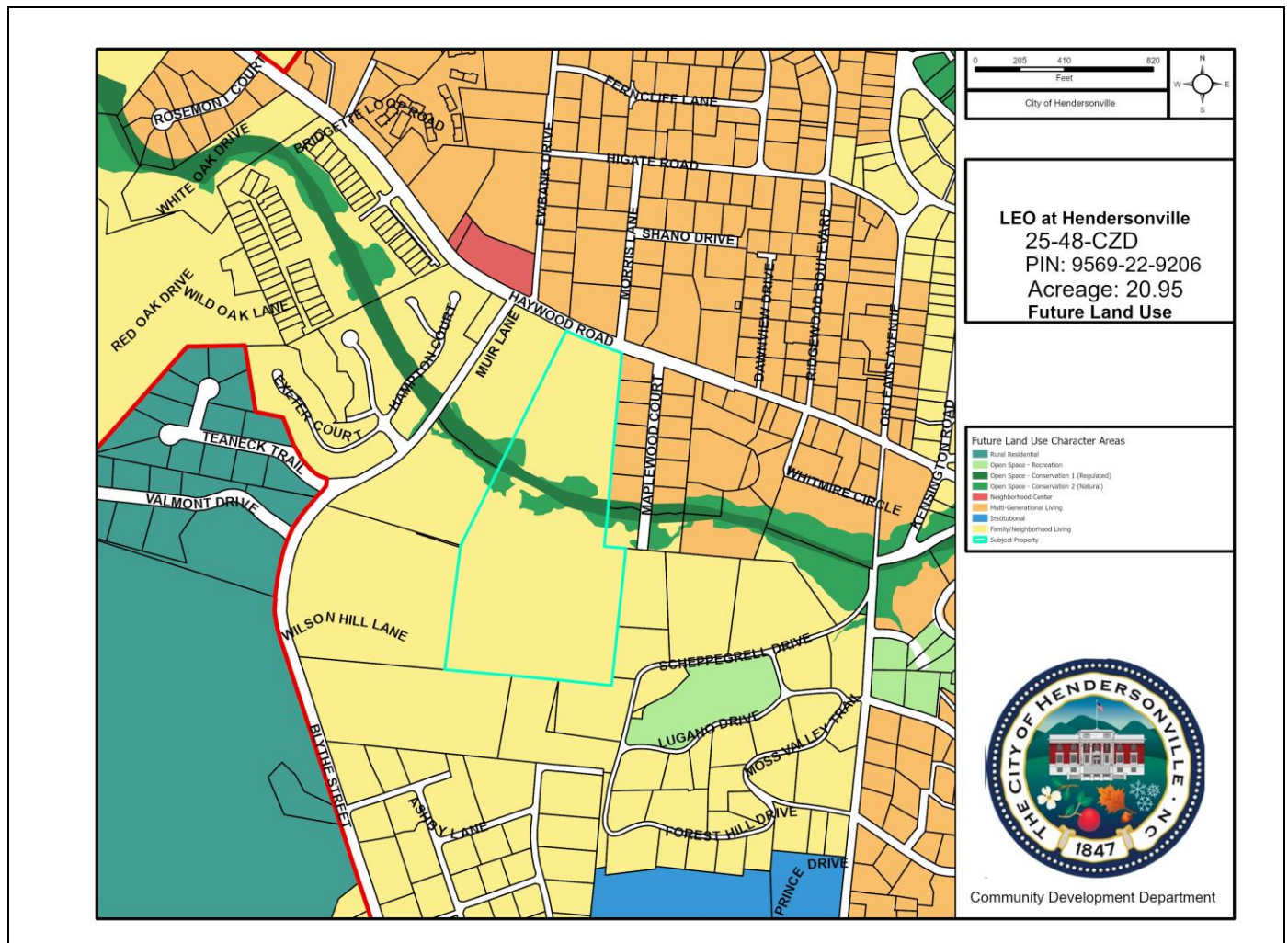


Historic home dating from 1906.



Field on southern portion of property. One of the proposed stub-outs is proposed to go to the property line at the edge of the tree line in this photo.

FUTURE LAND USE



City of Hendersonville Future Land Use Map

The subject property is designated as Family/Neighborhood Living (FNL) on the Future Land Use Map. The developer is requesting a change to Multi-Generational Living (MGL). While the property is primarily surrounded by areas designated as FNL, there is a small area of MGL at its northeastern corner moving towards downtown. Properties on the opposite side of Haywood Road are also designated MGL beyond Blythe Street.

A stream runs through the property, and the Future Land Use map identifies this area as open space.

A comparison of the FNL and MGL land use categories is provided later in this packet.

STAFF SITE PLAN REVIEW – SUMMARY COMMENTS

PROPOSED REQUEST DETAILS

Site Plan Summary:

- Proposed Uses:
 - 180 Residential dwellings, two, three, and four-family
- Building:
 - 180 Units Total
 - Duplex (1 BR and 2BR) – 728 sf – 30
 - Stacked Duplex (1 BR) – 624 sf – 8 (4 below, 4 above)
 - Duplex (1 BR and 2 BR) – 1,064 sf – 30
 - Duplex (2 BR and 2 BR) – 1,064 sf – 4
 - Townhomes (2 BR) – 1,152 sf – 44
 - Townhomes (2 BR) – 1,365 sf – 20
 - Townhomes (3 BR) – 1,430 sf – 44
 - Building Coverage: 3.6 acres
 - 8.47 units per acre
 - 5.74 units per acre utilizing City's new ½ unit calculation for units under 1,200 sf
- Site Coverage:
 - Open space – 13.2 acres
 - Streets and Parking – 3.75 acres
 - Stormwater Detention - .7 acres
- Site Access
 - The site will have one access point off of Haywood Road. See TIA Analysis for more information on this.
 - Two stub-outs were provided on the southern and southwestern part of the property. These will be provided to the property line and will be designated for possible future connections.
 - All roads on the property will be private. However, the main access road is being constructed to public street standards.
- Sidewalk
 - There is an existing sidewalk on Haywood Road.
 - The developer will establish internal sidewalks throughout the site. The internal sidewalks will connect to the sidewalk on Haywood Road.
- Parking
 - The developer is required to provide 202 parking spaces. They have proposed 330 spaces, including in-garage spaces.
- Natural Resources
 - The developer has proposed providing a greenway trail easement through the property.
 - Subject property has both 100 year and 500 year floodplain running through

- the middle of the property. No building is proposed within the floodplain with the exception of the construction of a bridge across the stream.
- A portion of stream on the northeastern edge of the property will be piped.
 - Applicant has proposed a condition related to the transitional buffer requirements of the stream buffer ordinance for a portion of the stream on the eastern portion of the property. This is to allow for the placement of units.
 - The portion of the site plan on the southern side of the stream includes significant grading. The cut and fill to level the site for the proposed design includes a retaining wall exceeding 25' in height.
 - Landscaping and Tree Preservation
 - Requirements:
 - Common and open space plantings
 - Bufferyard – 8' Type A Plantings
 - Vehicular Use Area Plantings
 - Street Trees
 - Tree Canopy Preservation
 - Total required for Tier I and II Tree Save – 105,070 sf
 - Total provided – 166,159 sf
 - Most of the tree canopy will be preserved in the center of the site along the stream corridor, as well as on the eastern edge of the property.

DEVELOPER-PROPOSED CONDITIONS:

- Minimum 25' building setback throughout the perimeter of the property.
- A minimum of 40% of the existing tree canopy will be preserved.
- The site will maintain a minimum of 55% open space.
- The site will maintain a minimum of 16% common open space.
- All exterior walls will have at least one window or doorway per floor. The garage bays are excluded from this requirement.
- All units will include a private fenced backyard.
- All open space and amenities will be professionally managed and maintained in perpetuity by the property owner.
- Transitional stream buffer shall be reduced to 0' for the area indicate below in the site plan.

OUTSTANDING ISSUES & CITY PROPOSED CONDITIONS:

COMMUNITY DEVELOPMENT

Site Plan Comments:

- The site plan accompanying this petition meets the standards established by the Zoning Ordinance for Planned Institutional Developments (5-21) (minus any developer proposed conditions).
 - No additional comments

Proposed City-Initiated Conditions:

- The developer shall construct a westbound left turn lane on Haywood Road at the site access with at least 50 feet of storage. The final design shall be done in coordination with NCDOT.
- The developer shall construct an eastbound right turn lane on Haywood Road at the site access with at least 50 feet of storage. The final design shall be done in coordination with NCDOT.
- The developer shall dedicate a greenway easement to the city that is 50' wide for the location of future greenway development.

DEVELOPMENT REVIEW COMMITTEE COMMENTS:

The Development Review Committee consists 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 have provided only the relevant/outstanding comments / conditions below:

Public Works:

- Trash will need to be handled by City of Hendersonville. Concierge trash pickup proposed by developer is not allowed per-City ordinance. (To be resolved at Final Site Plan)
- Determination on whether the water/sewer lines need to be public and whether they can utilize a master meter. (To be resolved at Final Site Plan)

TRANSPORTATION CONSULTANT (KIMLEY HORN)

TIA Comments:

- The Traffic Impact Analysis for the development was submitted on September 15th, 2025. Below are the review comments from the City Traffic Consultant regarding the TIA. The primary feedback on the initial TIA focused on the necessity for turn lane warrants at unsignalized intersections. These comments have been forwarded to the development team and their transportation engineer, who is currently addressing them to prepare version 2 of the TIA. We are awaiting this revised version, which will undergo review by Kimley Horn.
- The expected **new** trip generation for the proposed development is as follows:
 - 1,321 Daily Trips
 - 88 AM Peak Hour Trips
 - 104 PM Peak Hour Trips

TIA Proposed Mitigation:

- Right Turn Lane Warrant
 - The right-turn lane warrants note that the opposing right turn lane is default 100 vph, while the note in the top right corner of the warrants state that the right urn should be 100 vph as a MINIMUM, not the default. With this revision in place, it is expected that a right turn-lane with 50' storage would be warranted at the site access.
- Support of the Left Turn Lane
 - The consultant supported the following recommendation from the TIA, "Construct a westbound left turn lane on Haywood Road at the site access with at least 50 feet of storage. Final design to be coordinated with NCDOT."

SECOND ACCESS REQUIREMENTS

No Second Access Required:

- Because this project is not proposing to subdivide any of the property, the developer is not required to provide a second access. If the developer were proposing to subdivide, they would be required to provide a second vehicular access point per our subdivision ordinance Section 4.03 – Street, Table 4.03.C.3: Required Points of Access (31 or more residential lots requires a second access).
- With the revisions to our Planned Residential Development zoning ordinance, the developer is required to provide stub-outs, which is a continuation of the road to the property line to provide a potential connection point if the road was ever extended. The developer has proposed two stub-outs, one going to the south of the property and one going to the east.
- Staff did not recommend a condition requiring second access, however, it is within the purview of the Planning Board to recommend a condition to City Council for a second access.

Fire and Emergency Vehicle Access

- The City's fire marshal reviewed the plans for the project and determined that one of two options would satisfy the fire requirements for this project. The developer could provide a second access onto the

site, or they could use sprinkler systems throughout all the buildings. The developer is currently proposing sprinkler systems.

GENERAL REZONING STANDARDS	
1) COMPREHENSIVE PLAN CONSISTENCY	<u>LAND SUPPLY, SUITABILITY & INTENSITY</u> The subject property is noted as being “underdeveloped” on the Land Supply Map. The subject property is “most suitable” on the Land Suitability Map. The subject property is classified as being suitable for “low-intensity” development on the Development Intensity Map.
	<u>FUTURE LAND USE & CONSERVATION MAP</u> Character Area Designation: Family/Neighborhood Living Character Area Description: Somewhat Inconsistent Zoning Crosswalk: Consistent Focus Area Map: N/A <u>Developer Requested Future Land Use Designation</u> Character Area Designation: Multi-Generational Living Character Area Description: Consistent Zoning Crosswalk: Consistent
2) COMPATIBILITY	Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject property
	The proposed development is located in a transition area as you leave the City. Stretching along Haywood Road are a number of subdivision that were established at various period throughout history. To the east and north are primarily single family subdivisions, while to the west there are primarily duplexes and townhomes. This development primarily features duplexes and town homes, which is compatible with the developments to the west, however, the density is not compatible with the properties to the east.
3) Changed Conditions	Whether and the extent to which there are changed conditions, trends or facts that require an amendment -
	The subject property was previously proposed for development as a multi-family apartment building project. The project was withdrawn, and no new project has been proposed. This is the latest iteration of the project. There have been some changes to the ordinance, and the City’s comprehensive plan was updated.
4) 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 -
	The proposed development does emulate surrounding developments along Haywood Road. The proposed transportation mitigation would decrease the negative impact on Haywood Road. The large amount of grading on the site does negatively impact the environmental health of the site overall, and impacts adjacent neighbors.

5) 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 site will be served by public utilities. The developer is currently proposing to have the water/sewer lines on the property be private.
6) 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 - The site overall presents a moderate to high impact on the natural environment. As previously mentioned, significant grading is required, which necessitates the construction of several retaining walls throughout the property. While the developer is generally complying with the City's stream buffer protections, there is one exception: a condition has been included to reduce the 20-foot transitional buffer to 0 feet along a small portion of the stream on the eastern side of the site plan.

The petition is found to be **inconsistent** with the City of Hendersonville Gen H 2045 Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

The petition proposes duplexes, triplexes, and quadplexes, which does not align with the Future Land Use designation of Family/Neighborhood Living.

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 addition of 180 units supports the City's goal of increasing the overall housing supply.*
- *The proposed development utilizes existing infrastructure and aligns with the City's objective to encourage infill development.*
- *The project incorporates "missing middle housing" principles by offering a range of housing sizes, consistent with the City's goal to provide diverse housing options for a variety of residents.*
- *The proposed development is in alignment with the surrounding developments.*

DRAFT [Rational for Denial]

- *The proposed development does not provide adequate site access for emergency services and lacks interconnectivity.*
- *Common spaces are not adequately distributed throughout the site.*
- *The proposed development is incompatible with the surrounding developments.*
- *The grading of the proposed development will significantly alter the natural environment of the site and significantly impact some adjoining neighbors.*