



# MINUTES

October 22, 2025

## SECOND MONTHLY MEETING OF THE CITY COUNCIL CITY OPERATIONS CENTER | 305 WILLIAMS ST. | 4:00 p.m.

Present: Mayor Barbara G. Volk, Mayor Pro Tem Dr. Jennifer Hensley and Council Members Lyndsey Simpson, Melinda Lowrance and Gina Baxter

Staff Present: City Manager John Connet, Deputy City Manager Brian Pahle, City Clerk Jill Murray, City Attorney Angela Beeker, Communications Manager Allison Justus, Budget & Evaluation Director Adam Murr and others.

### 1. CALL TO ORDER

Mayor Barbara Volk called the meeting to order at 4:01 p.m. and welcomed those in attendance. A quorum was established with all members in attendance.

### 2. CONSIDERATION OF AGENDA

*Council Member Lyndsey Simpson moved that City Council approve the agenda as presented. A unanimous vote of the Council followed. Motion carried.*

### 3. NEW BUSINESS

#### A. Approval of Letter of Commitment for Safe Streets for WNC Plan – Jennifer Hensley, Mayor Pro Tem

*Council Member Jennifer Hensley moved that City Council approve the Letter of Commitment for Safe Streets for WNC Plan. A unanimous vote of the Council followed. Motion carried.*

October 22, 2025

Barbara G. Volk, Mayor  
City of Hendersonville  
160 6<sup>th</sup> Avenue E.  
Hendersonville, NC 29792

Re: Safe Streets for WNC

The Land of Sky Regional Planning Organization (RPO) and the French Broad River Metropolitan Planning Organization (MPO) partnered to develop Safe Streets for WNC – the Land of Sky Regional Transportation Safety Action Plan. The Safe Streets for WNC plan was financially supported by a USDOT Safe Streets and Roads for All (SS4A) grant and was completed in Summer 2025 with an overarching goal:

***The region will achieve a 10% reduction in fatal and serious injury crashes by 2035, an additional 45% reduction by 2045, and move toward zero fatalities and serious injuries by 2050.***

Safe Streets for WNC follows the Safe System Approach – considering both reactive and proactive measures to reduce and ultimately eliminate fatalities and serious injuries resulting from roadway crashes. Safe Streets for WNC is a regional framework for understanding the most severe safety issues and includes a series of strategies and tools that will be used to develop projects and programs for implementation in the immediate and long term. Within the five-county region including Buncombe, Haywood, Henderson, Madison, and Transylvania counties, many local agencies and stakeholders participated in the development of the plan.

NCDOT, local governments and community organizations are key partners in implementing the Safe Streets for WNC plan. The City of Hendersonville is committed to the goals and actions outlined in Safe Streets for WNC. Leadership from the City of Hendersonville endorsed the regional transportation safety action plan on Wednesday, October 22, 2025 and will actively support implementation.

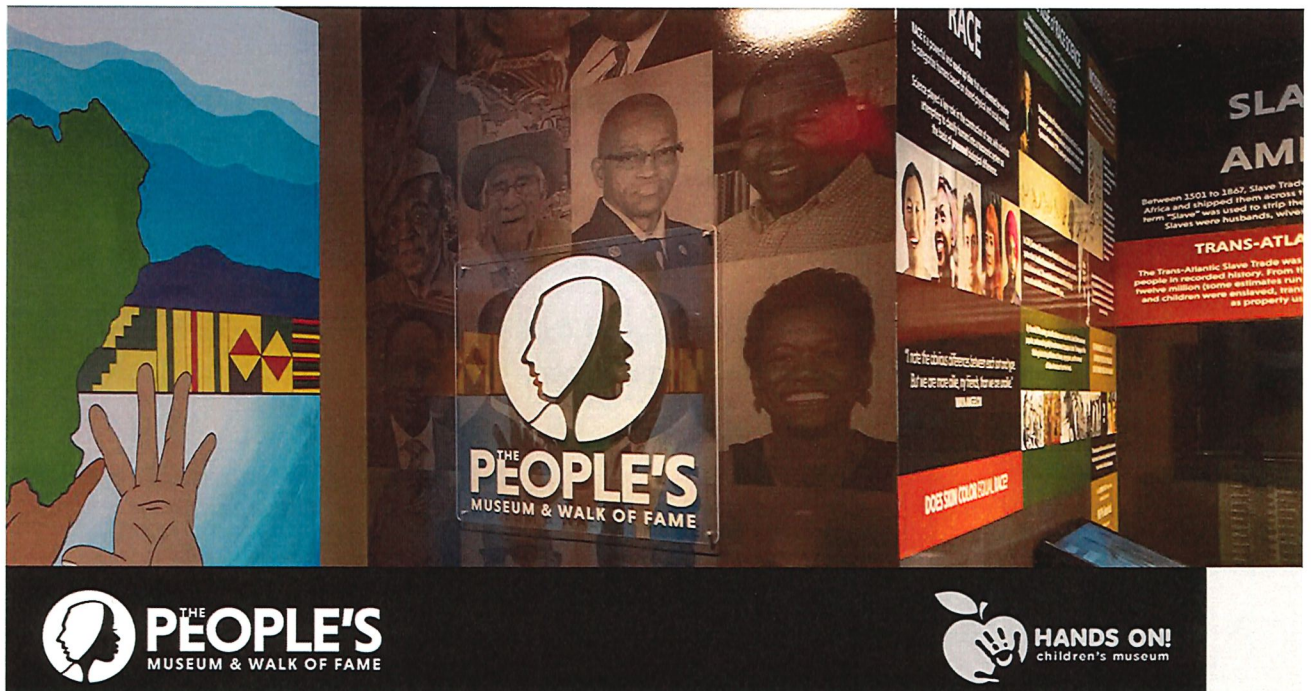
Barbara G. Volk  
Mayor



#### 4. PRESENTATIONS

##### A. Hand's On Children's Museum National Award – *Joseph Knight, Director & CEO*

Joseph Knight gave a brief PowerPoint presentation and shared the award he received, then took a picture.

















**4,000+**  
CHILDREN & ADULTS UTILIZED  
OUR FREE RESOURCE CENTER



**1,200+**  
HOT MEALS SERVED



**6,000 sq. ft.**  
OF SUPPLIES DISTRIBUTED



**1,700+**  
STAFF AND VOLUNTEER HOURS



**ASTC** Association of Science  
and Technology Centers



## ROY L. SHAFER **LEADING EDGE** AWARDS



### **B. Special Presentation from Immaculata Catholic School – Jennifer Hensley, Mayor Pro Tem**

Mayor Pro Tem Hensley shared the many thank you letters and drawings from the children of Immaculata Catholic School sent to her in appreciation for the City's assistance in helping them operate as a distribution center and beacon of hope during the aftermath of Hurricane Helene and she wanted to share them with the city staff.



Immaculata Stars

Helene Hero

City of Hendersonville

In appreciation for your selfless dedication and assistance in helping Immaculata Catholic School operate as a distribution center and beacon of hope during the aftermath of Hurricane Helene.

Isaiah 43

Do not fear, for I have redeemed you;  
I have called you by name, you are mine.  
<sup>2</sup>When you pass through the waters, I will be with you;  
and through the rivers, they shall not overwhelm you;


Ms. Margaret Beale


Margaret Beale— Principal

Fr. Andres Gutierrez

C. Whitmire Activity Center and Patton Park Repair Update – Brian Pahle, Deputy City Manager and Brent Detwiler, PE, Assistant City Manager – Public Service

Brent Detwiler gave a brief PowerPoint presentation while Project Manager Katie Feler, Landscape Architect Emily Buehrer-Douglas and Aquatic Designer Bill Weaver spoke via Zoom to answer any questions.








Whitmire Center & Toms Park  
Patton Park & Pool

City Council Presentation

October 22nd, 2025





CPL  
ARCHITECTURE  
ENGINEERING  
PLANNING  
CPLteam.com

How did we get here?

February 28th- City Council Meeting

Overall project goals

Shareholder Meetings

Boys & Girls Club    YMCA    Henderson County    Support our Swimmers    Mountain Aging Partners

May 19th- First Community Engagement

105 Participants



May 12th- May 23rd- Online Survey

1175 total participants    523 City of Hendersonville participants

July 15th- Second Community Engagement

74 Participants

September 24th – Hendersonville City Council Presentation





Whitmire & Toms Park Existing Conditions

- 2.5 Acres
- 50 parking spots
- 14 Shuffleboard Courts
- 3200 sf large Flex Space
- 8250 sf overall footprint
- Park trails



Estimated Construction  
Cost to Repair:  
\$4.3 Million

Estimated Construction  
Cost to Replace:  
\$4.6 Million



Patton Park Existing Conditions

- 18 Acres
- 145 Parking Spots
- 47,000 sf Pool Facilities (~7,000 sf Support Buildings)
- 50-meter 8 Lane Outdoor Pool with Diving Board
- Outdoor Kiddie Pool
- Playground
- 1 Tennis Court
- 4 Pickleball Courts
- Baseball Field
- Skate Park
- Basketball Court
- Open Field Area



Estimated Construction  
Cost to Repair: \$8.9 Million

Estimated Construction  
Cost to Replace: \$18 Million



Design

- |  |                  |
|--|------------------|
| • <b>Whitmire Community</b><br>Community Center, Trail Restrooms                                     | <b>8,300 SF</b>  |
| • <b>50 Meter Patton Park</b><br>Outdoor Aquatics, 50 Meter Indoor Aquatics, Trail Restroom Building | <b>45,280 SF</b> |





Whitmire Community

- A (7) SHUFFLEBOARD COURTS
- B COMMUNITY CENTER
- C INTERACTIVE CREEK ELEMENTS
- D BIORETENTION AREA
- E PARKING LOT (38 SPACES)
- F FLEXIBLE OPEN LAWN WITH NATURAL INTERACTIVE PLAY ELEMENTS
- G SLOUGH



Community Layout

- A FLEXIBLE RECREATION SPACE
- B MULTI-PURPOSE ROOMS
- C WARMING KITCHEN
- D STAFF AREA
- E LOBBY
- F EXTERIOR RESTROOMS
- G SHUFFLEBOARD COURTS
- H RESTROOMS

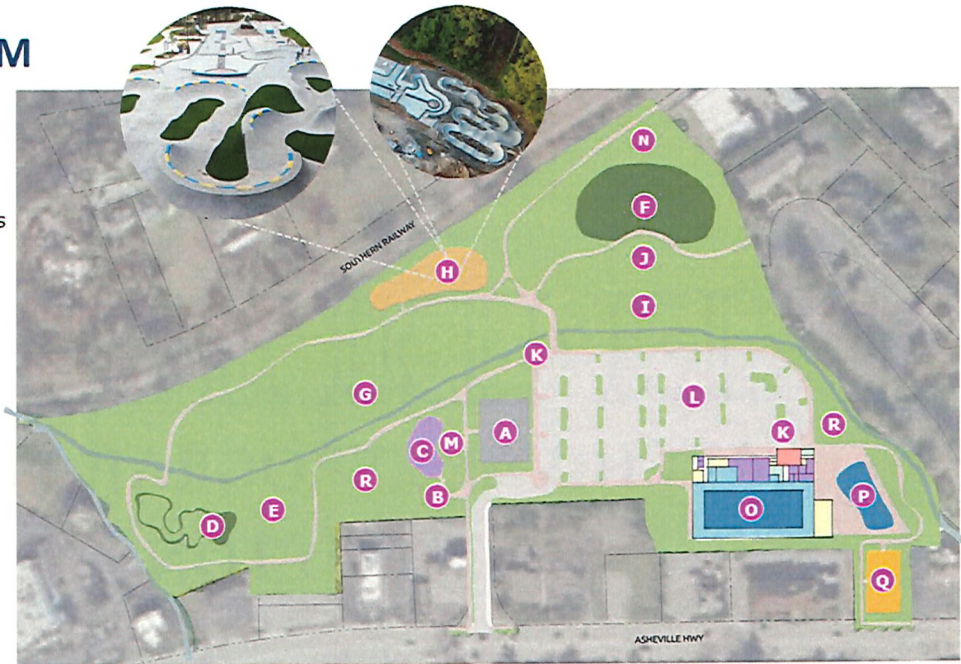


Total Building Square Footage: 8,300 sf



Patton Park 50M

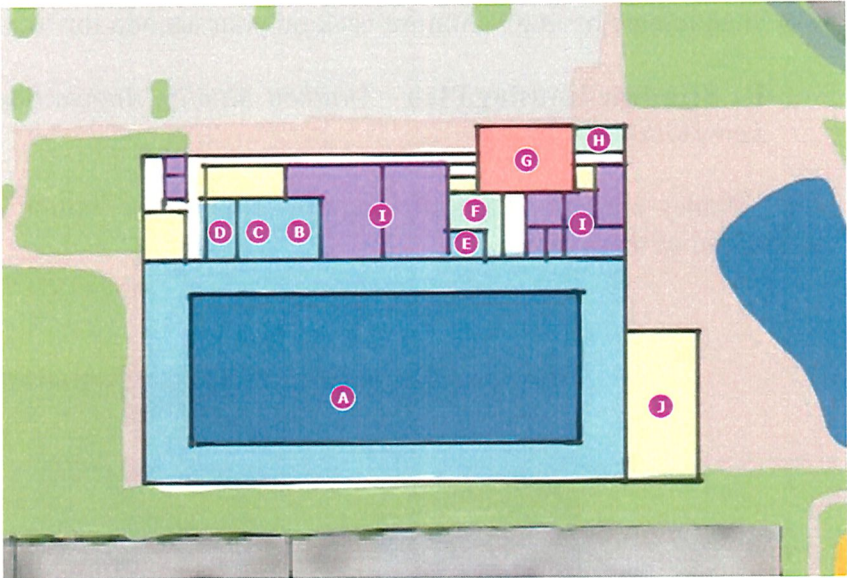
- A EXISTING (2) BASKETBALL COURTS
- B RESTROOMS
- C PLAYGROUND
- D EXISTING CONSTRUCTED WETLANDS
- E PROPOSED CONSTRUCTED WETLANDS
- F FLEXIBLE OPEN SPACE
- G SLOUGH
- H SKATE PARK / PUMP TRACK
- I SOCIAL SWALES
- J INFORMAL STAGE
- K PLAZA
- L PARKING LOT (210 SPACES)
- M PICNIC SHELTER
- N EXISTING SCM
- O INDOOR AQUATICS
- P OUTDOOR AQUATICS
- Q (4) PICKLEBALL COURTS
- R BIORETENTION AREA





Aquatic Support Layout

- A. INDOOR 50M POOL & DECK
- B. WET CLASSROOM
- C. MEET MANAGEMENT
- D. POOL STORAGE
- E. LIFEGUARD ROOM
- F. STAFF SPACE
- G. LOBBY
- H. CONCESSIONS
- I. RESTROOMS / LOCKERS
- J. MECHANICAL / CHEMICAL

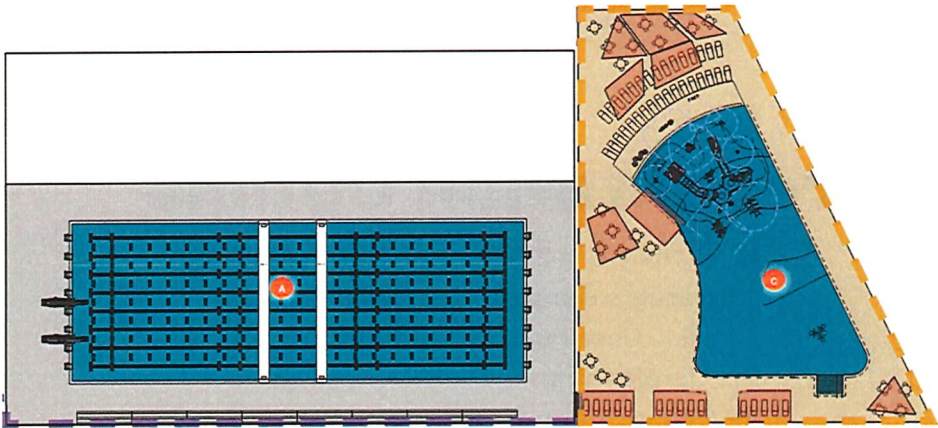


Total Building Square Footage: 45,280 SF



Aquatic Layout

- | POOLS |                              |           |
|-------|------------------------------|-----------|
| A     | indoor 50 M competition pool | 11,029 SF |
| C     | outdoor activity pool        | 15,295 SF |
- 
- | INDOOR FACILITY |                      |
|-----------------|----------------------|
|                 | INDOOR AQUATICS DECK |
|                 | OUTDOOR AQUATIC AREA |



Summary



Whitmire & Toms Park

Patton Park & Pool



After some discussion about the Bridge Club, Pickleball and pool sizes, and really wanting to make this a multi-purpose building, consensus of Council would like to hear estimates on the 50 meter



option, the 25 stretch and maybe our staff can take a stab at figuring out operational costs, as well as, continue our conversations with potential partners, particularly the county and the school system. I would anticipate having Whitmire back on your agenda for November if we can do that in time.

**D. Strategic Housing Plan** – *Matthew Manley, Angela Beeker, Sam Hayes, Daniel Heyman and Lew Holloway*

Matt Manley presented the following PowerPoint presentation in hopes that the plan can be adopted by the end of this year.



### City of Hendersonville Strategic Housing Plan



October 30, 2025



## Presentation Outline

1. Brief History + Background Information
2. Strategic Housing Plan Organization
3. Overview of Plan Goals
4. Explanation of Plan Objectives
5. Brief Descriptions of Strategies and Actions
6. Prioritization Tool
7. Implementation
- Recent Zoning Code Updates



### Brief History of the Strategic Housing Plan

Strategic Housing Plan Steering Committee Established March 2024













The origins of this draft plan go back to the Spring of 2024 when a Committee of community members were appointed to serve on the Strategic Housing Committee. These committee members under the leadership of the City Attorney have played a valuable role in tackling this wide-ranging topic and representing the community at large. You all will recall the next steps that were taken from the kick-off of the Housing Forum with author, Shane Phillips to the filed trip to Chapel Hill to various Housing Assessments and Community Engagement efforts that were performed. All during this time, the Strategic Housing Committee were becoming educated on a variety of affordable housing related topics. At the culmination of this, City staff has been working to compile the menu of action items that need to be taken and to work with the Committee to prioritize them. That brings us to today.



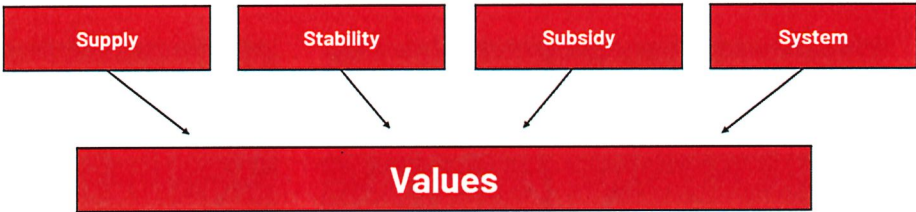
# Strategic Housing Plan Organization



The strategic housing plan is organized in the following way. I depicted the plan as a pyramid to show how the different elements interact. The goals are the guiding element to the plan and are specific and quantifiable so we can track out progress. The objectives focus on the needs and desired outcomes of the plan. The Strategies and actions are both interconnected, but are supposed to help guide us to how we will actually achieve our goals.

## Values

### The Four S's



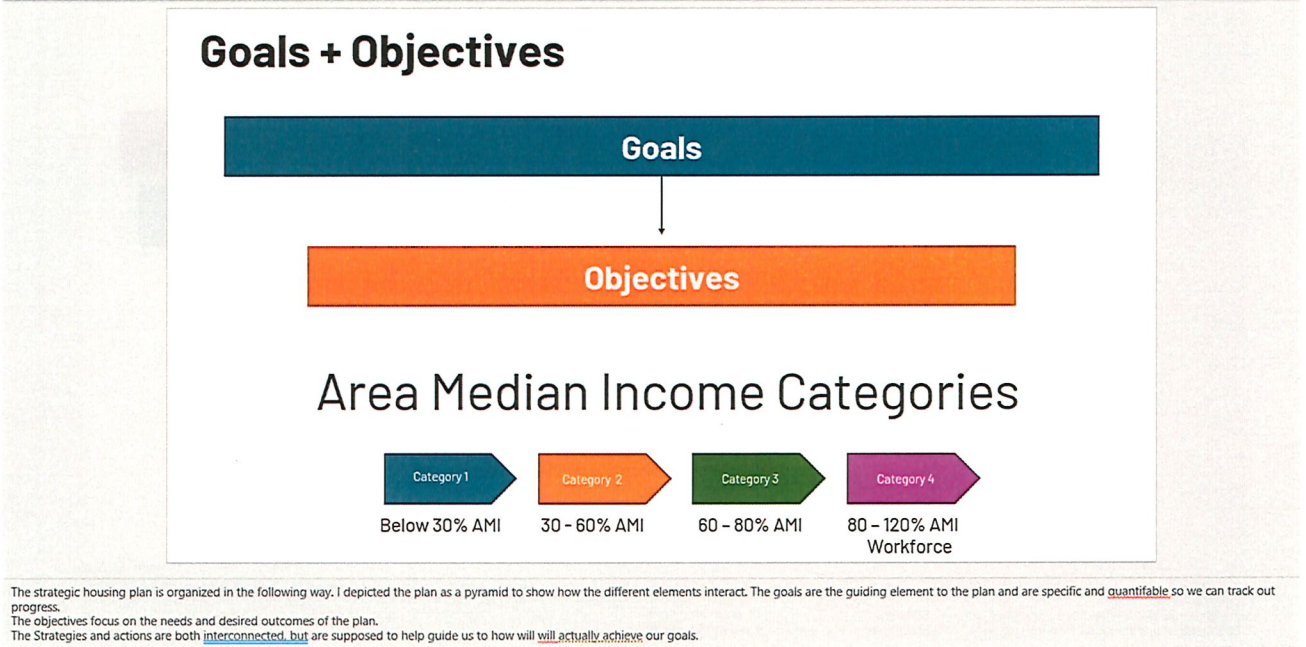
As a reminder, all of the work that is proposed in the strategic housing plan is grounded in Shane Phillips three s's which are supply, stability, and subsidy. We added a fourth S for system.

## Vision



The strategic housing plan is organized in the following way. I depicted the plan as a pyramid to show how the different elements interact. The goals are the guiding element to the plan and are specific and quantifiable so we can track out progress. The objectives focus on the needs and desired outcomes of the plan. The Strategies and actions are both interconnected, but are supposed to help guide us to how we will actually achieve our goals.





## The Strategic Housing Plan - Goals

**Goal 1:** The City will grow its percentage of households to 18% of Henderson County's Total Households over the next 5 years. To achieve this, the City will accommodate **3,047** units of the projected additional **4,300** Units needed. (Supply)

**Goal 2:** The City of Hendersonville accommodates 2,200 units for Category 1, 2, and 3 households over the next 5 years. (Subsidy)

**Goal 3:** At least 45% (or 990) of new Category 1, 2, and 3 housing units shall be owner-occupied. (Stability)

**Goal 4:** The City of Hendersonville will maintain an average annual vacancy rate of 6% amongst rental housing and 3% amongst for sale housing in order to have an adequate supply of housing at all income levels. (Supply)

**Goal 5:** The City of Hendersonville incorporates transparency, public education and community feedback in each of its housing endeavors. (System)

## The Strategic Housing Plan - Objectives

1. Have a variety of housing options available to residents to accommodate differing needs of current and future residents, for example families with children, single adults, retired households, and disabled households.

2. Increase opportunities for home ownership within our City to provide increased housing stability.

3. Prioritize permanently affordable housing solutions that are available to households earning up to 80% of the area median income.

4. Provide housing solutions for households displaced by catastrophic events.

5. Integrate housing solutions into neighborhoods in a way that preserves the community character and identity, discourages displacing people from their homes/ communities, and encourages mixed-income communities

6. Reduce barriers to sufficient housing supply.

7. Prioritize mixed-use and/or mixed-income components within multi-family developments

8. Prioritize solutions that allow our residents to age in place.

9. Prioritize housing solutions that promote and support naturally occurring affordable housing.

10. Preserve and improve the quality of the existing affordable housing stock within the City



# The Strategic Housing Plan - Objectives

11. Adopt and support policies and resources that help younger generations stay and thrive in Hendersonville.
12. Build partnerships with business community & nonprofit agencies to support and build the capacity for all residents to attain safe, stable, and quality housing that does not exceed 30% of their household income.
13. Support state and federal legislative initiatives that provide the City with more flexibility to meet the housing needs of our community.
14. Build community support for the City's housing initiatives
15. Support Local Construction Industry
16. Support infill housing in accordance with the Goals & Guiding Principles of the Gen H Comprehensive Plan.

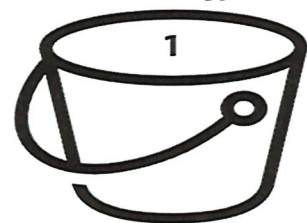
## The Strategic Housing Plan – Strategies and Actions



We had 10 total strategies and 46 total actions.  
I'll briefly touch on each of the 46 actions... I'm kidding.  
They are provided in your handout.

## The Strategic Housing Plan – Strategies and Actions

Strategy



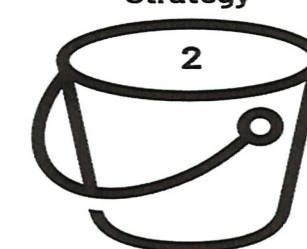
Develop Long-Term Organizational Structure to Support Permanently Affordable Housing

Actions

1.01	Establish a community land trust
1.02	Establish a community land banking system
1.03	City establish powers of a housing authority

## The Strategic Housing Plan – Strategies and Actions

Strategy



Develop Education & Communication Strategies to Build Public Trust

Actions

2.01	Develop a community engagement tool to allow neighborhood feedback and input regarding proposed housing solutions
2.02	Provide public education regarding housing initiatives, programs and opportunities, and tax exemption opportunities
2.03	Produce an annual report detailing housing program progress
2.04	Host an annual housing symposium
2.05	Support local small-scale developers and construction workforce through partnership with community colleges, <u>homebuilders</u> association, etc.
2.06	Ensure representation of local builders on city boards and committees
2.07	Establish and track measurable goals to demonstrate progress towards the City's vision for housing



The Strategic Housing Plan – Strategies and Actions

Strategy



Zoning & Subdivision  
Ordinance Amendments  
Related to Housing

Actions	
3.01	Increase allowable density
3.02	Reduce dimensional standards
3.03	Support integrated Missing Middle Housing
3.04	Establish affordable housing Incentives such as a density bonus, height bonus, etc.
3.05	Establish affordable housing mandates such as inclusionary zoning
3.06	Regulate short-term rentals and provide incentives for long term rentals
3.07	Increase by-right development
3.08	Permit more housing types such as manufactured housing or tiny homes on wheels

We will do a deeper dive into this Strategy and I will share some very impactful specific actions that we have already taken that you and your clients need to be aware of.

The Strategic Housing Plan – Strategies and Actions

Strategy

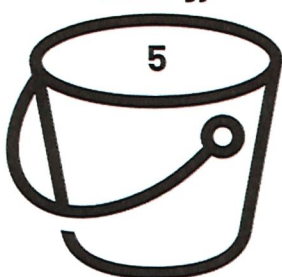


Improve City Policies &  
Processes

Actions	
4.01	Reduced approval timelines
4.02	Right-size staffing levels
4.03	Increase efficiency

The Strategic Housing Plan – Strategies and Actions

Strategy

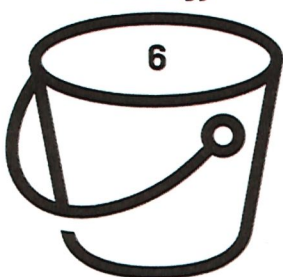


Evaluate other ordinance  
requirements

Actions	
5.01	Update minimum housing code
5.02	Perform cross-departmental cost/benefit analysis of requirements pertaining to housing
5.03	Identify opportunities for incentives for Category 1, 2, and 3 housing

The Strategic Housing Plan – Strategies and Actions

Strategy



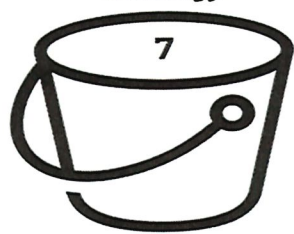
Build the Internal Capacity  
of the City to Provide and  
Support Housing  
Solutions

Actions	
6.01	Hire a certified HUD Housing Counselor/ Housing Coordinator
6.02	Strategically support staff training
6.03	Establish a City clearinghouse for housing resources available within the community
6.04	Partner with housing experts such as DFI
6.05	Track development trends and key performance indicators



The Strategic Housing Plan – Strategies and Actions

Strategy



Perform Community Character mapping for Different Communities within the City

Actions	
7.01	Bring together community members through workshops to discuss and arrive at a shared community vision
7.02	Document community history
7.03	Compile a community character map to guide the implementation of housing solutions within that community

The Strategic Housing Plan – Strategies and Actions

Strategy



Increase Funding Capacity

Actions	
8.01	Leverage public and private grant opportunities
8.02	Establish a housing bond
8.03	Public and private grant funding for bricks and mortar projects
8.04	Commit funds annually to support housing initiatives
8.05	Utilize CDBG-DR funds for housing project
8.06	Utilize CDBG-NR Funds

The Strategic Housing Plan – Strategies and Actions

Strategy



Implement Individual Assistance Programs for Households making up to 80% of the Area Median Income

Actions	
9.01	Provide individual subsidies such as down payment assistance loans
9.02	Develop low-interest loan options in partnership with other public and private agencies
9.03	Develop housing counseling and ownership-readiness programs in partnership with local agencies
9.04	Increase owner-occupied rehabilitation assistance through CDBG-NR and other programs

The Strategic Housing Plan – Strategies and Actions

Strategy



Leverage Public and Private Partnerships

Actions	
10.01	Provide emergency housing support services in partnership with local nonprofit agencies
10.02	Establish low interest loans for homeowners to build ADUs or RPFL/SLs rented/sold to Category 1, 2, or 3 households
10.03	Develop pre-approved ADU building plans
10.04	Redevelop existing affordable housing



How To Use the Prioritization Tool

Actions	Factors																	TOTAL SCORE
	Low Cost	Mid Cost	High Cost	Minimal Staff Time	Significant Staff Time	Immediate Impact	Delayed Impact	Lasting Impact	Temporary Impact	Supports Category 1 (VLI - Below 30% AMI)	Supports Category 2 (LI - 30-60% AMI)	Supports Category 3 (LMI - 60-80% AMI)	Supports Category 4 (Workforce - 80-120 AMI)	Community Support	# of Objectives Advanced	# of Goals Advanced		
Develop Long-Term Organization Structure to Support Permanently Affordable Housing																		
City establish powers of a housing authority	5			5		5		5		5	5	5		5	13	4	57	
Establish a community land trust			1		1		1	5		5	5	5	3	5	8	2	41	
Establish a community land banking system			1		1		1	5	1	3	3	3	3	5	10	2	38	
Develop Education & Communication Strategies to Build Public Trust																		
Provide public education regarding housing initiatives, programs and opportunities, and tax exemption opportunities.	5				1	5	1	5		3	3	3	3	5	12	5	51	
Establish & track measurable goals to demonstrate progress towards the City's vision for housing.	5				1		1	5		3	3	3	3	5	12	5	46	
Support local small-scale developers and construction workforce through partnership with community colleges, homebuilders association, etc.		3			1		1	5		1	1	5	5	5	9	3	39	
Allow neighborhood feedback and input regarding housing solutions	5				1	5		5		3	3	3	3	5	4	1	38	
Ensure representation of local builders on city boards and committees	5			5		5		1						3	9	3	31	
Host an annual housing symposium		3			1		1	5		1	1	1	1	5	2	5	26	
Produce an annual report detailing housing program progress	5				1		1		1	1	1	1	1	5	2	1	20	
Zoning & Subdivision Ordinance Amendments Related to Housing																		
Establish affordable housing incentives such as density bonuses, height bonuses, etc.	5			3			1	5		5	5	5	5	5	13	3	55	
Establish affordable housing mandates such as inclusionary zoning	5				1		1	5		5	5	5	3	5	10	3	48	
Permit more housing types such as manufactured housing or tiny homes on wheels	5			3		5		5				5	5	3	11	3	45	
Reduce dimensional standards	5			3			1	5				3	5	5	10	3	40	

All of the actions were determined to be valuable, the process is to evaluate which ones to pursue

Show what the points

Add that the committee is going to be asked to prioritize these in short term, mid-term, long-term categories (plan is for the next 5 years)

Prioritization Timelines

Short-Term  
1-2 years

Mid-Term  
3-4 Years

Long-Term  
5 Years

Staff took an initial swipe at placing the various Action Items into Short, Mid, and Long-Term Buckets. We then tasked the Strategic Housing Committee to confirm or reassess the prioritization of when the city will begin working on each of the actions once the plan is adopted.

The prioritization of the Actions are listed in the handout that was provided in your packet. We are happy to consider any changes to that proposed prioritization that you have to offer.

Next Step:

Plan Adoption

City Council December 2025

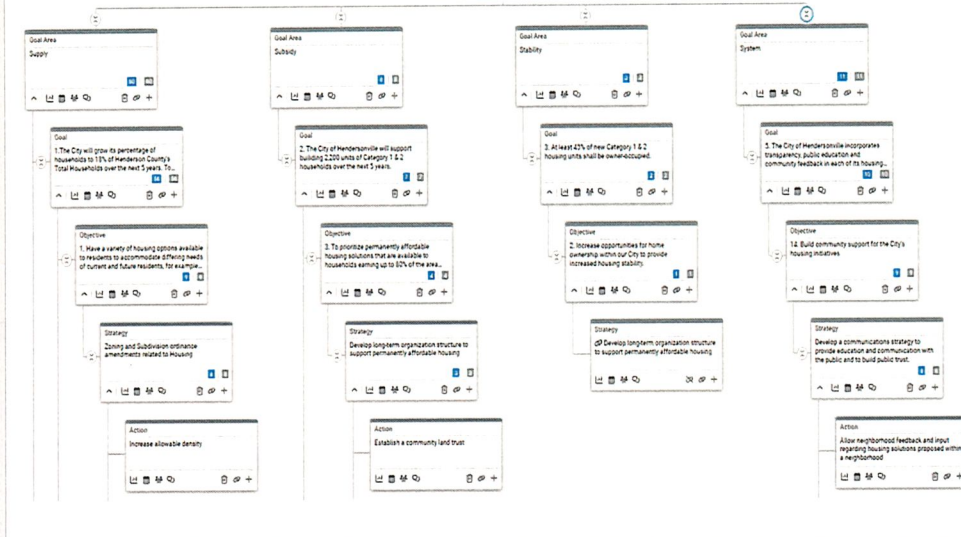
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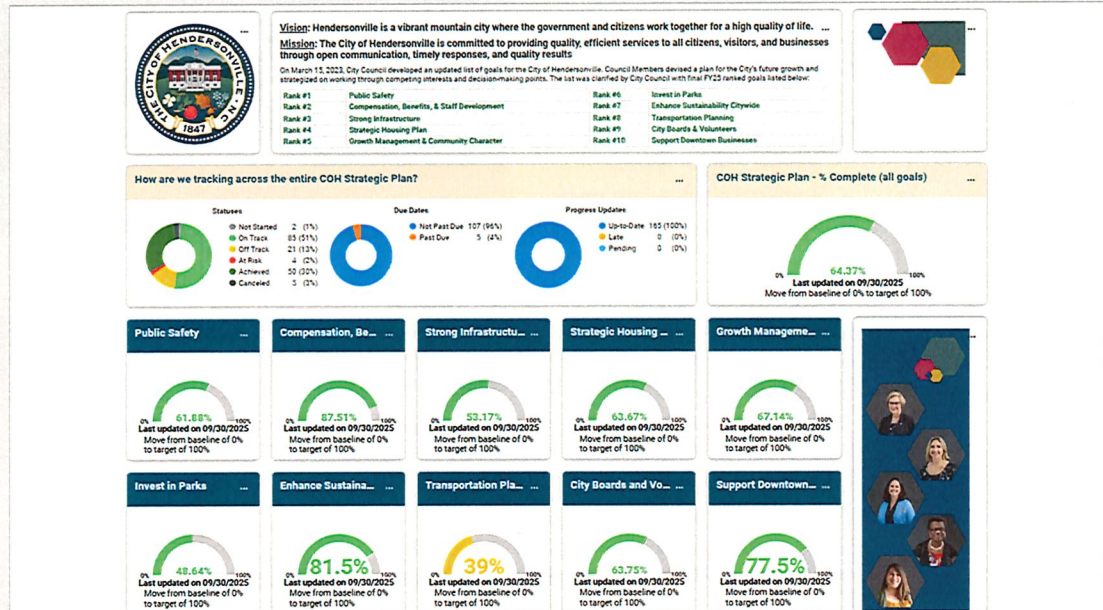
## Achievelt



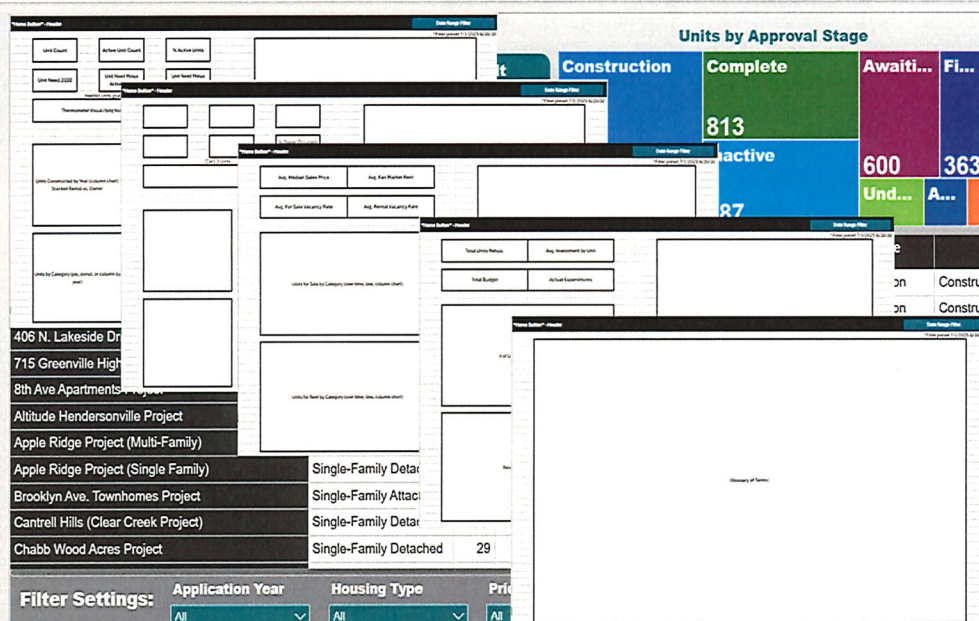
## Achievelt

AchievIt

In addition to this information, staff is aiming to develop an Implementation Plan to define specific tasks and next steps, responsible parties, etc. One question to council is if you would prefer that this Implementation piece be included in the final draft that comes to you for initial adoption or if you would be open to this piece being brought back to you at a later date to be adopted as an addendum to the plan.



## Achievelt – Strategic Housing Plan Dashboard



## PowerBI – Strategic Housing Dashboard

**PowerBI – Strategic Housing Dashboard**

New and Improved Look will present data broken down primarily by our Housing Values of Supply, Stability and Subsidy, Key Performance Indicators from the Plan Goals, and specific tracking of the Home Rehab Program, Land Trust, Etc. This will allow us to monitor our success in achieving our specific measurable goals and reflect these accomplishments outwardly to support transparency. Ultimately this Dashboard will include information on new development projects that have been approved by City Council and track their status towards completion (or going inactive) while also providing data of market indicators such as Median Home Value and Median Rents, etc. It is our hope to work closely with the Realtors Association to obtain this data. Availability of pertinent data is really critical to the success of the Housing Dashboard. We are aiming to continue to look for ways to cut relevant statistics for things like # of ADUs constructed or # of Small Lot homes constructed, Median Rent, Availability Rates, # of Short Term Rentals, etc.



# Presentation Outline

1. Brief History + Background Information
2. Strategic Housing Plan Organization
3. Overview of Plan Goals
4. Explanation of Plan Objectives
5. Brief Descriptions of Strategies and Actions
6. Prioritization Tool
7. Implementation
- 7.a) Recent Zoning Code Changes

Strategy 3 - Zoning & Subdivision Ordinance Amendments Related to Housing

+2 Categories

+ “Low-hanging Fruit”

+ Backyard Lots/Small Lots

+ Dimensional Standards

+ Permitted Uses

+ Definitions

+ “High-hanging Fruit?”


+ ADU

+ Density

+ PRD (+Minor PRD)

+ Multi-Family + Corridors

+ Trail-Oriented Development



Espalier

Highlight the initial zoning code changes introducing Gentle Density and Missing Middle Housing into existing residential areas with the adoption of the Small Lot / Backyard Lot provisions and increased ADU size and allowances for Duplexes, Triplexes and Quadplexes in all residential zoning districts.

Unfortunately we have not seen an influx of these product types yet, however we have had lots of conversations about it and we are learning a bit about better ways to communicate. For starters, staff is presenting these new ordinances to the Realtors Association next week. We also have been battling around this idea of a “How to Guide”. One issue that has become apparent is that the realities of implementation are complex. Between figuring out how to individual serve each lot with utilities, to establishing property lines where there are existing structures, and working with banks to acquire financing – there are a number of things to consider. So we will continue to explore how we can use City Staff’s expertise to help lower the barriers to entry for [microdevelopment](#).

+ “Affordable Housing” = When total cost are less than 30% of Household Income. Often comes in the form of subsidized housing.

+ “Market-Rate Housing” = Price is dictated by going rates in the open market. Non-subsidized.

+ “Naturally-Occurring Affordable Housing” = When Market-Rate Housing is provided at an affordable price point

+ “Attainable Housing” / “Workforce Housing” = Housing made available to those making around an average income

+ “Starter Home” / “Down-Sizing” Home – Smaller sized units that are naturally affordable.

Background & Terminology

“Missing-Middle Housing” = housing types that bridge the gap between single-family homes and larger apartment buildings, such as duplexes, triplexes, townhouses, and small apartments.



When it comes to housing there are some terms that you will hear referenced repeatedly. Each of these terms couple together to describe specific portions of the housing problem or components of the housing market. They also represent the specific areas of housing that the City is targeting in these initial ordinance amendments.

REDUCED SETBACKS & MIN. LOT WIDTHS

Districts Amended:

R-40

R-20

R-15

R-10

R-6

C-2

C-3

C-4

MIC

R-15 Example:

Before:



After:





Taking a look at the first change to the ordinance we start with the reduction of the front, side and rear setbacks for all residential and commercial zoning districts by aiming for a total percentage of land dedicated to setbacks to be 25-35% of the total land area (Click Mouse). Prior to these changes, over 50% of each individual lot was restricted by required setbacks.

The other adjustment that was made was to reduce the required lot widths so that they equalled out to be 1/3rd of the depth based on the minimum lot size in each zoning district.

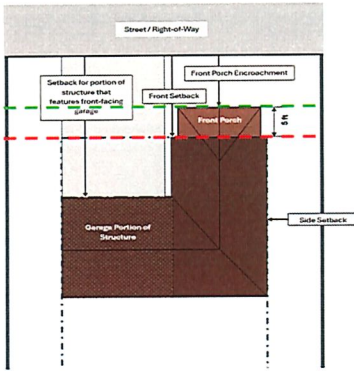
Each of these changes were adopted in order to create more flexibility with residential development and open up opportunities for better utilization of undeveloped or under-developed land. In the image at the center of the screen you can see how the buildable area (which is represented by the white space in the middle of the lot) is enhanced between the Before and the After below it. Additionally, you can see how the reduced width of the lot provides new opportunities as well.



ARTICLE VIII. EXCEPTIONS & MODIFICATIONS

Sec. 8-1. ~~Minimum required front yard for dwellings~~ Exceptions to minimum setback regulations

Encroachments



Another thing we did was to create exceptions for the porches, steps, eaves. In combination with the requirements for front-facing garages to be setback further, you can see that we are providing options that allow for a more community-oriented site design. Additionally, the ordinance make sure to not penalize the provision of eaves. Eaves are an important architectural element. Not only can they add aesthetic value, eaves also help to protect from water infiltration at the foundation, they provide additional shade which reduces energy ~~cost~~ and they protect homes from the weathering and wear from sun and rain water on both internal and external parts of the structure. Front Porches provide opportunities for interaction amongst neighbors to create opportunities to strengthen social bonds which adds to the vibrancy and security of a neighborhood. Additionally, steps and ramps and other similar features are needed for creating convenient access and should not be made more difficult by setbacks requirements.

5 Reasons Your First Home Should Be A Duplex



ELIMINATION OF ADDITIONAL MINIMUM LOT SIZE FOR DUPLEXES

Lot area per dwelling unit in square feet:	15,000 for the first; 7,500 for one additional dwelling unit in one building.
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The next change we made was to eliminate the requirement for additional land area in order to establish a duplex on a lot. By ordinance, we already allowed duplexes in all residential and commercial zoning districts (with the exception of R-40), but each zoning district required that, in addition to the minimum lot size, you had to have an additional 50%-60% of that minimum lot size in order to have a two-family home on a lot. This provision eliminated that additional land requirement so now you can have a duplex on any legally established residential or commercial property in the city.

ARTICLE XVI. – SUPPLEMENTARY STANDARDS

16-4-1 Accessory dwelling units.

- a) Accessory dwelling units may only be situated on a lot on which a principal residential dwelling unit structure is also situated and shall be clearly incidental or accessory to such principal residential structure.
- b) No more than one accessory dwelling unit may be situated on any lot.
- c) Accessory dwelling units may not exceed 800 the square feet of heated floor area, as outlined below:
  - 1) all properties with principal structures 1,200 square feet or less are permitted to have an accessory dwelling unit up to a maximum of 100% of the size of the principal structure and
  - 2) all properties with principal structures greater than 1,200 square feet are permitted an accessory dwelling up to a maximum of 1,200 square feet in heated floor area.

Examples. If a principal structure is 900 Sq Ft, the maximum heated floor area of the accessory dwelling unit is 900 Sq Ft. If a principal structure is 2,600 square feet, the maximum heated floor area of the accessory dwelling is 1,200 square feet.

Larger ADUs

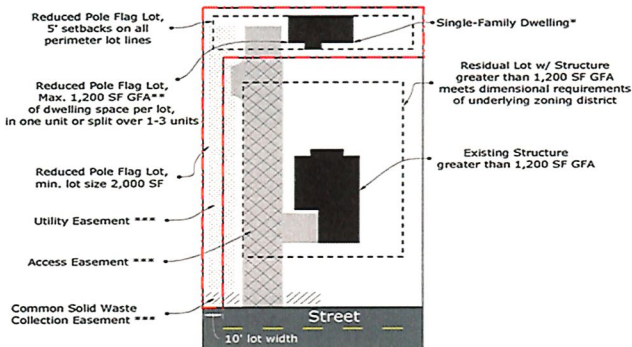
From 800 Sq Ft to 1,200 Sq Ft



One of the more significant proposals involves adding a general provision that allows for units that are 1,200 Sq Ft or less to be counted as half of a unit for the purposes of calculating density. This encourages (or more accurately, removes current disincentives) for constructing smaller, more affordable units. Again, this is an effort to acknowledge the differences in the market between smaller units and larger units and to tailor the zoning code accordingly in an effort to allow the construction of small units to keep pace with larger units. In making these changes, it would allow the return on investment for small-unit developments to become as attractive if not more attractive to developers who would otherwise be inclined to produce larger-scale units. Additionally, we aim to align the size threshold for half units with the 1200 sq ft number proposed in the Small Lot text amendment, that was recently adopted, and the next proposal which relates to ADU standards.

Moving back to the Supplementary Standards, this proposed language aims to increase the maximum square footage for ADUs to 1,200 Sq Ft. This would only apply to those properties with principal structures that are at least 1,200 Sq Ft in gross floor area. The language also allows for principal structures that are smaller than 1,200 Sq Ft to have an ADU that is equivalent to the size of the principal structure. This particular recommendation had evolved significantly from its initial form and is a good example of how the collaborative public process from Legislative Committee to City Council works well.

Small Lots & Reduced Pole Flag Lots

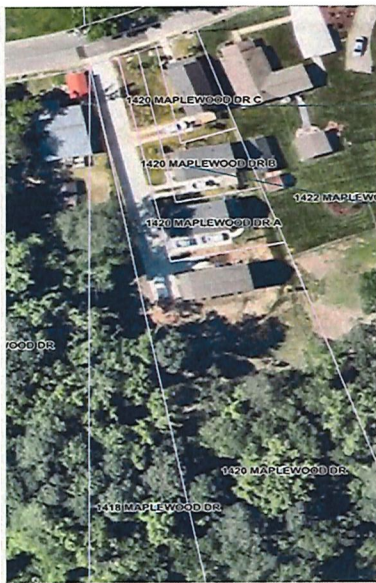


\*Subject to Permitted Uses for underlying zoning district  
\*\* GFA = Gross Floor Area (in square feet, SF)  
\*\*\* Dimensions/locations to vary based on service-provider requirements





\*Subject to Permitted Uses for underlying zoning district  
\*\* GFA = Gross Floor Area (in square feet, SF)  
\*\*\* Dimensions/locations to vary based on service-provider requirements





# Real World Example




Durham, NC

## Half Units

**ARTICLE VI. – GENERAL PROVISIONS**

**6-1-2 - Height and density.**

a) No building shall hereafter be erected or altered ~~so as to~~ exceed the height limit or to exceed the density regulations of this ordinance for the district in which it is located except as may be approved as a condition to a conditional zoning district. Residential units under 1,200 square feet in gross floor area shall count as one-half unit (0.5 units) for the purposes of calculating density allotments in all zoning districts with density standards. Residential units under 1,200 square feet shall be counted as whole numbers for the purposes of applying other aspects of the zoning code such as determining level of review, applying minimum parking requirements, etc.



1,200 Sq Ft = 1/2 Unit

One of the more significant proposals involves adding a general provision that allows for units that are 1,200 Sq Ft or less to be counted as half of a unit for the purposes of calculating density. This encourages (or more accurately, removes current disincentives) for constructing smaller, more affordable units. Again, this is an effort to acknowledge the differences in the market between smaller units and larger units and to tailor the zoning code accordingly in an effort to allow the construction of small units to keep pace with larger units. In making these changes, it would allow the return on investment for small-unit developments to become as attractive if not more attractive to developers who would otherwise be inclined to produce larger-scale units. Additionally, we aim to align the size threshold for half units with the 1200 sq ft number proposed in the Small Lot text amendment, that was recently adopted, and the next proposal which relates to ADU standards.

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**Proposed Amendments:**  
**Category 2**  
**1,200 Sq Ft**

Population

Families & Living Arrangements	
Households, 2019-2023	7,829
Persons per household, 2019-2023	1.89

Taking a look at that 1,200 Sq Ft product. There are number of different designs that could be created, but the primary aim is that it will accommodate a 2bd/2ba dwelling unit. This is the most versatile arrangement that is accommodating the most household types in today's market.


**Sec. 5-14. PRD Planned Residential Development Conditional Zoning District Classification.**

**5-14-2. Permissible uses subject to rezoning to a Planned Residential Development Conditional Zoning District.**

A building or land shall be used only for those purposes specified in the rezoning for the project which may include one or more of the following:

- Accessory structures
- ~~Accessory dwelling units subject to supplementary standards contained in section 16-4, below~~
- Adult care centers registered with the NC Department of Health and Human Services (DHSS)
- Adult care homes
- Camps
- Child care centers subject to supplementary standards contained in section 16-4, below
- Child care homes
- Congregate care facilities, subject to supplementary standards contained in section 16-4, below
- Customary accessory uses
- ~~Golf courses~~
- ~~Golf driving ranges and par-three golf courses~~
- Home occupations
- ~~Neighborhood-oriented 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~~
- ~~Neighborhood-oriented retail stores consistent with the purposes of this classification, such as gift shops, florist shops and pharmacies~~
- Nursing homes, subject to supplementary standards contained in section 16-4, below
- Offices located, designed, and proposed to be operated so as to be compatible with the particular neighborhood in which they are to be located
- Parks
- ~~Planned residential developments (mapes)~~

## Proposed Amendments



- ~~Residential dwellings, multi-family~~
- Residential dwellings, single-family
- Residential dwellings, two-family
- ~~Residential dwellings, three-family~~
- ~~Residential dwellings, four-family~~
- ~~Neighborhood-oriented restaurants, consistent with the purposes of this classification (no drive-thrus)~~

We now move into the proposed change for Planned Residential Development – these proposals are still a work in process but we wanted to go ahead and present them to you tonight so that you can begin thinking about them. As a reminder, PRD is a CZD zoning district but the proposed changes would also impact Minor PRD which is a permitted use in all of the residential zoning districts. It is able to be used when the unit count of the development is under 50 units.



For starters, the permitted uses in PRD are proposed to eliminate Multi-Family as a use. This is intended to streamline the Zoning Districts that are used for Multi-Family – only allowing multi-family in zoning district which have site and architectural design standards. This change will also allow for establishing district standards that accommodate traditional neighborhoods instead of having standards that apply to both neighborhoods and large apartment complexes. I will cover other proposed changes to PRD that are a result of the elimination of this use.

In order to reconfigure PRD to be more in line with the City's Comp Plan, staff is proposing to add ADUs, Triplexes and Quadplexes to allow for a variety of housing types. Additionally, the Comp Plan goals are achieved by allowing for some Neighborhood-Scale commercial uses such as services, retail stores and restaurants.

The most significant proposal is that we are stating that all residential uses listed under PRD may be permitted. This means that we would be introducing Tri-plexes and Quad-plexes into single/two family zoning districts under the PRD standards. Now that may seem like a major shift but let's consider a scenario.

You have a 15,000 Sq Ft Vacant R-15 Lot. (34 Acres) – Under the previously discussed changes, you could build a duplex on this lot. Under Minor PRD (4 units per acre) you could only build 1.36 units (which means 1 unit). If you built the units as 1,200 Sq Ft or less, then you could get 2 units. But again, that just gets you a duplex which would already be permitted. Remember, R-15 is the largest zoning district in the City.

Let's take another example, let's say you have .34 Acres zoned R-6. Under the new density you would be allowed 2.89 units. If you build the units as 1,200 Sq Ft or less, then you could put 1 quadplex on the .34 acre lot otherwise, the most you could do is a Duplex.

5-14-7.5. Minor planned residential developments.

An applicant may elect to have a development processed as a minor planned residential development so long as the proposed development, including all phases, is ~~less than 2 dwelling units but does not exceed 50 dwelling units. Minor planned residential developments may consist of any residential uses permitted under Sec. 5-14-7, regardless of the underlying zoning district, and so long as no accessory commercial development may be part of a minor planned residential development is requested for the project.~~ A minor planned residential development may be located in one or more of the following zoning district classifications: R-40, R-20, R-15, R-10, R-6, MIC, RCT, C-2, C-3, I-1.

5-14-7.5.1 Density.

The maximum number of dwelling units which may be constructed in a minor planned residential development shall be 50 or a number computed on the basis of the following table, whichever is less.

Use District	Dwelling Units Per Acre
R-40	<del>1.0</del> 2.0
R-20	<del>2.0</del> 3.0
R-15	<del>4.0</del> 4.0
R-10	5.5
R-6	8.5
MIC	<del>5.5</del> 8.5
RCT	<del>5.5</del> 8.5
<del>C-2</del>	<del>6.5</del>
C-2	<del>4.0</del> 10.0
C-3	<del>4.5</del> 10.0
I-1	<del>8.5</del>

5-14-7.5.2 Development standards for minor planned residential developments. Except as otherwise noted herein, minor planned residential developments shall be governed by the development standards for planned residential developments contained in subsection 5-14-6, above.

Unlike major planned residential developments, there is ~~no minimum site requirement for a minor planned residential development to be located in a specific Future Land Use designation, nor is there a requirement that access be by means of a designated thoroughfare.~~

5-14-7.5.3 Procedures for reviewing. Unlike other planned developments which undergo rezoning to a conditional zoning district, minor planned residential developments undergo site plan review pursuant to section 7-3.

Proposed Amendments

There are several modifications for Minor PRDs.

One change is to align the Density Requirements, shown in the table on the screen, with the Min. Lot Sizes for each of the zoning districts (in other words convert and then add 1 additional unit to come up with the Density Cap. For instance, R-40 = 40,000 Sq Ft Min Lot Size = 1 Unit per Acre > Under Minor PRD we are giving 1 additional Unit for a total of 2 units per acre. R-20 = half acre or 2 units per acre + 1 = 3 units per acre. Another change is to eliminate Minor PRD in I-1 but add it to C-4.

The point here is to illustrate that even with moderate increase in densities and the introduction of Triplexes and Quadplexes, there will not be a proliferation of tri-plexes and quadplexes in existing neighborhoods. At best you may see some conversions of existing homes into multiple units or additional units built on underutilized land.

The last change is that there must be more than 2 dwelling units involved to be considered a "Planned" Residential Development.

Additional considerations for PRD include additional analysis of how multi-family removal will interact with other zoning districts, consider adding a provision to encourage or allow for Alleys. And to further research how opportunities for Missing Middle Housing may be incorporated.

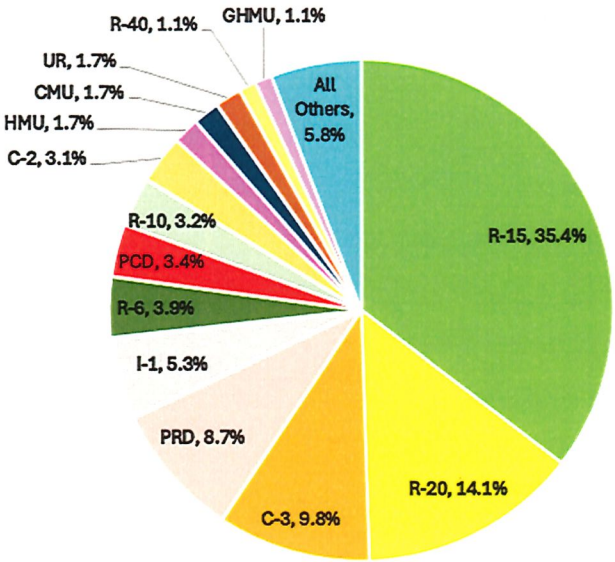
Districts Impacted

- % Land Area:

- R-40 – 1.1%
- R-20 – 14.1%
- R-15 – 35%
- R-10 – 3.2%
- R-6 – 3.9%

Total = 57.7% of City + ETJ Land Area

Zoning Districts Distribution



Taking this same approach we look at the distribution of Zoning Districts. We find that the Districts targeted by this text amendment total 58.6% land cover.

COMPACT DEVELOPMENT

Along with the mix of land uses, the intensity of development in a community can have a significant impact on its ability to provide affordable housing options, reduce traffic congestion, make efficient use of infrastructure, deliver services, and generally create livable communities. Building up with taller buildings in the appropriate places is one way to accommodate more uses in fewer locations



Relationship to "Guiding Principles" of...

MISSING MIDDLE HOUSING

"Missing middle" housing refers to small- to medium-sized homes that are available at various price points and are compatible in scale and character with the surrounding neighborhood. These homes can be built as part of infill development projects or used to transition between land uses and densities in a new activity center. Examples of missing middle housing include duplexes, triplexes, quadplexes, courtyard apartments, live-work units, cottage courtyards, townhomes, and small-scale apartments.

DESIRABLE AND AFFORDABLE HOUSING

The preferences for different types of housing vary depending on the locality within the community, and are influenced by factors such as income, age, household size, and available financing. Single-family homes on large lots are simply one of many products demanded in today's market. Housing diversity can address housing prices and differences in lifestyles. It is accomplished first by recognizing the varying needs and preferences of the existing and future population, and finding ways to facilitate the expansion of the housing supply (types and quantity) to satisfy current and anticipated demand.



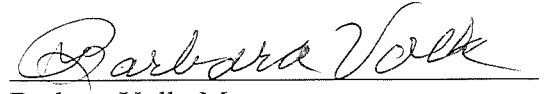
These proposals are also supported by the Gen H Plan's Guiding Principles..



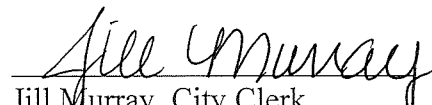
City Manager Connet said that staff would like to bring the plan to Council in December so you can adopt it and then we can begin working on an implementation plan and pretty it up. Council agreed.

**6. ADJOURN**

There being no further business, the meeting was adjourned at 5:28 p.m. upon unanimous assent of the Council.

  
Barbara Volk, Mayor

ATTEST:

  
Jill Murray, City Clerk