



TOWN OF WAYNESVILLE

Planning Board

9 South Main Street
Waynesville, NC 28786
Phone (828) 456-8647 • Fax (828) 452-1492
www.waynesvillenc.gov

Development Services
Director
Elizabeth Teague

Planning Board Members

Susan Teas Smith (Chairman)
Ginger Hain (Vice Chair)
Stuart Bass
R. Michael Blackburn
Tommy Thomas
Barbara Thomas
Peggy Hannah
Jan Grossman
John Baus

Regular Meeting of the Planning Board Town Hall, 9 South Main Street, Waynesville, NC 28786 Monday, September 19, 2022, 5:30 PM

A. CALL TO ORDER

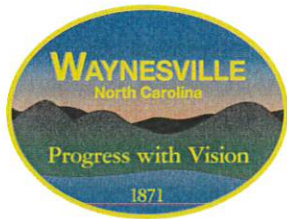
1. Welcome/Calendar/Announcements:
 - Withdrawal of applications for advertised hearings
2. Adoption of Minutes
 - August 15, 2022 Regular Meeting Minutes as presented (or as amended)

B. BUSINESS

1. Public Hearing on a Text Amendment to LDS Sections 2.5.3, 15.9.5 and 17.3 to add a Cottage Development and Conservation Subdivision option as an alternative to traditional subdivision development.
2. Public Hearing on Text Amendments to LDS Roadway Standards, Sections 6.6 – 6.7 to update ordinance to current engineering references and fire codes, as well as to provide a conservation and hillside option.
3. Continued Discussion on Subdivision tiers and buffer requirements for subdivisions greater than 30 dwellings.
4. Discussion of Planning Board work items for the coming year and review of previously identified areas.

C. PUBLIC COMMENT/CALL ON THE AUDIENCE

D. ADJOURN



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MINUTES OF THE TOWN OF WAYNESVILLE PLANNING BOARD

Regular Called Meeting

Town Hall – 9 South Main St., Waynesville, NC 28786

August 15, 2022

THE WAYNESVILLE PLANNING BOARD held a Regular Called Meeting August 15, 2022 at 5:30 p.m. in the board room of the Town Hall, 9 South Main Street, Waynesville, NC. 28786.

A. CALL TO ORDER

1. Welcome/Calendar/Announcements

The following members were present:

Susan Teas Smith (Chairman)
Ginger Hain (Vice Chairman)
Stuart Bass
Michael Blackburn
Barbara Christian Thomas
Jan Grossman
Tommy Thomas
John Baus
Peggy Hannah

The following Board members were absent:

The following staff members were present:

Elizabeth Teague, Development Services Director
Olga Grooman, Planner
Esther Coulter, Administrative Assistant
Kathy Johnson, Deputy Clerk
Ron Sneed, Attorney

The following media were present:

No media were present.

Chairman Susan Teas Smith called the meeting to order at 5:32 pm and welcomed the new members of the Planning Board (John Baus, Jan Grossman, Peggy Hannah). She asked each member to introduce themselves. She explained that this meeting would be an orientation for new members and an opportunity for review and discussion by current members.

2. Adoption of July 18, 2022, minutes as amended

A motion was made by Board Member Ginger Hain, seconded by Board Member Tommy Thomas to approve the July 18, 2022, Planning Board meeting minutes as amended. The motion passed unanimously.

B. BUSINESS

1. Election of Chair and Vice-Chair

A motion was made by Board Member Barbara Thomas, seconded by Board Member Michael Blackburn to reelect Susan Teas Smith as Planning Board Chairman. The motion carried unanimously.

A motion was made by Board Member Peggy Hannah to elect Board Member John Baus as Vice Chairman to the Planning Board. The motion failed to pass with no other yes votes.

A motion was made by Board Member Michael Blackburn, seconded by Board member Barbara Thomas to reelect Ginger Hain as Vice Chairman for the Planning Board. The motion carried unanimously.

2. Board Training and Orientation

Chairman Smith invited Development Services Director Elizabeth Teague to start the orientation. Ms. Teague expressed appreciation for the new Board members and thanked them for serving on the Planning Board. She introduced staff members Olga Grooman, Attorney Ron Sneed, Esther Coulter, Kathy Johnson and explained each staff member's role. She stated Byron Hickox was also a staff member that was not present and explained his role in Development Services.

She said one of the major functions of the Planning Board was to provide open dialogue and a forum where people can speak openly. She went over types of proceedings and the process and rules for each one. She gave examples of past proceedings. She stated that the Planning Board has a very important role for the Town of Waynesville. It provides recommendation and guidance on long range planning initiatives. It provides recommendations to the Board of Aldermen on legislative changes to Town rules, such as the Land Development Standards text. It holds administrative hearings to approve administrative decisions on major site plans and subdivisions. And, the Planning Board holds quasi-judicial proceedings on Special Use Permits. Board members along with staff answered questions from new members on the Boards role and function.

Ms. Teague went over a map of Haywood County and the boundaries of Waynesville. Items explained to members were satellite annexation, ETJ, the “smart growth” framework of the Comprehensive Plan and how the Town is divided into zoning districts. She stated that the information she was using is on the county GIS web site.

She reviewed that all local government is under the authority of the North Carolina General Legislature and that the governing statutes for land use regulations were updated as part of 160D. This prompted changes in the Town of Waynesville’s Land Development Standards, including the procedure for major subdivisions and major site plans in which the process changed from quasi-judicial to administrative in nature.

She went over the process for adopting the 2035 Land Use Plan and reviewed the Future Land Use Map. Ms. Teague discussed the Land Development Standards and zoning ordinance districts. She explained types of zoning districts and dimensional standards and mixed table of permitted uses and what is allowed in each district.

Planner Olga Grooman presented resources and documents and showed the Board how to access resources online. There was discussion between Board members and staff about the resources and access of the information that is provided.

Attorney Ron Sneed explained the types of decision-making processes; administrative, legislative, and quasi-judicial hearings and explained each type of process and the role of the Board for each hearing. He said quasi-judicial was treated like a jury, with no discussion before the meeting including board members or friends. The decision in a quasi-judicial hearing is made on evidence and not opinion. Attorney Sneed explained the appeal process and expressed the importance of evidence.

Mr. Sneed explained “standing” and “conflict of interest” and how 160D has made some clarifications. 160D expanded conflict of interest to include anyone with a closely associated relationship the Board member would need to conflict out. There was discussion among Board members and Mr. Sneed related to conflict of interest.

Chairman Smith followed up with the expectation of Planning Board Members, expressing the importance of reviewing the material and referencing the Comprehensive Land Use Plan, and the Town of Waynesville LDS. She encouraged members to review the requirements for the types of hearing and be mindful that quasi-judicial hearings have very explicit rules about communication with anyone outside of the proceedings and comments made may become evidence in an appeal of a decision.

Staff along with Attorney Ron Sneed answered additional questions from Board members.

C. PUBLIC COMMENT/CALL ON THE AUDIENCE

There was no public comment.

D. ADJOURN

A motion was made by Board member Ginger Hain, seconded by Board Member Barbara Thomas to adjourn the meeting at 7:46 pm. The motion passed unanimously.

Susan Teas Smith, Chairman

Kathy Johnson, Deputy Clerk

Planning Board Staff Report

Subject: Land Development Standards (LDS) text amendments related to cottages and conservation subdivision designs
 Ordinance Section: LDS Sections 2.5.3, 15.9, and 17.3
 Applicant: Planning Board initiated text amendment
 Meeting Date: September 19, 2022

Background

The Planning Board took action to create a Subdivision Subcommittee on November 15, 2021. The group consisted of four Board members and two Development Services staff members. The subcommittee focused on aligning the LDS with the 2035 Comprehensive Land Use Plan Goals, addressing compliance with 160D, and strengthening requirements related to the Town’s subdivision regulations.

One focus area of discussion was the Comp Plan Goal of preserving Waynesville’s natural and cultural resources in the context of rapid development. The group determined that alternative subdivision options, for tiny home or cottage development, as well as for conservation subdivisions, would create opportunities for developers to preserve additional open space within their plan, and provide more flexibility to create a variety of housing options.

The text amendment was presented to the Planning Board on July 18, 2022. The Board asked the staff to consult with the Board’s attorney (Ron Sneed) and conduct additional research on ownership and maintenance of conservation areas, how the percentage of land is calculated, and what are the required elements of a site analysis map. The changes to the original amendment are presented **in blue**.

A cottage subdivision would be a smaller, clustered development, usually around a common courtyard or with shared open space, parking, and driveways. It could include single or two-family residences or a mix of commercial and residential uses, as permitted by the underlying zoning district. The open space would enhance the aesthetics and character of the development and create an easily accessible civic space. Conveyance of property would be similar to a Townhome development, except that these units or duplexes would be free-standing within a unified development plan. To qualify for a cottage development, the subdivision must have a minimum of 3 units arranged around a common open space.

A conservation subdivision is a major subdivision design that helps to preserve undivided, buildable tracts of land as communal open space. It improves biodiversity, minimizes development impact, creates attractive neighborhoods, and preserves environmentally sensitive areas, such as delineated wetlands, riparian zones, steep slopes, landslide tracks, scenic views, archaeological and historic signs, and endangered species populations. Such subdivision would be exempt from the minimum lot size requirements in exchange for at least 50% of the site being dedicated to an open space or preserve. The area of dedication could also count as the civic space requirement and incorporate required buffers and wetland areas. The ownership of the conservation lands would be assigned to a homeowner’s association or land trust, unless certain areas, such as preserves and greenways, are dedicated to the Town with the Board of Aldermen’s approval.

The proposed ordinance creates a new pre-application procedure for those wishing to pursue this option. A developer would create a detailed site analysis map with potential conservation areas and preliminary site analysis, in order to understand the existing conditions, drainages, and natural features, and design to the

land, minimizing disruption to natural drainages, steep slopes, and other sensitive areas. Development Services staff would consult on the pre-application analysis.

Staff would like to invite the Board members to further discuss the conservation area:

1. Is 50% of the total area of the site too much to ask for? For example, Queen’s Farm would have to give away 16.5 acres of its 33-acre area. Compressing the total zoning yield onto one-half of the lot would create a highly dense development area, even as a large area of open space is created.
2. Should we consider a sliding scale for the % of conservancy? For example, we could tie it to the adopted civic space tiers based on the size of the development: Tier 3 (31 – 60 lots) and Tier 4 (61<) could be granted conservation subdivision designation at 45% and 40% of total land area if supported by the site analysis.

Civic Space Requirements:

| District Category | Applicable Districts | Required Civic Space |
|---|--|--|
| Residential Districts: | | 0-14 units/lots- 5% |
| Residential—Low Density (RL) | CC-RL, EN-RL, FC-RL, HT-RL | 15-30 units/lots- 10% |
| Residential—Medium Density (RM) | CP-RM, D-RM, HM-RM, SW-RM | 31-60 units/lots- 13% |
| Neighborhood Residential (NR) | AC-NR, LL-NR, MS-NR, N-NR, PS-NR, PC-NR, RC-NR, SS-NR, WS-NR | 61 + lots/units- 15% |
| Urban Residential (UR) | EW-UR, H-UR | |
| Mixed-Use/Non-Residential Districts: | | |
| Neighborhood Center (NC) | PS-NC, NM-NC, RC-NC | 0-14 units/lots- 5% |
| Business District (BD) | CBD, H-BD, SM-BD | 15-30 units/lots- 10% |
| Regional Center (RC) | DJ-RC, NC-RC, RA-RC | 31-60 units/lots- 13% |
| Commercial Industrial (CI) | CI | 61 + lots/units- 15% |
| | | Business District (BD) and Commercial Industrial (CI) are exempt from civic space requirements. |

Recommended Text Changes

The proposed changes to the LDS include:

Cottages

- Definitions: cottage, cottage development
- Updating table of permitted uses to include a cottage, section 2.5.3 of the LDS
- Cottage development standards: courtyard, individual or common form of ownership, subject to all LDS standards (stormwater, parking, landscaping, civic space, etc.), built to the NC Building Code standards, cannot be manufactured homes, tiny homes on wheels, RVs, or campers.

Conservation Subdivision

- Option for a conservation subdivision design for parcels of 2 acres or more
- Conservation subdivision development standards: exemption from minimum lot size requirements, at least 50% of the development must be set aside as an open space or preserve, identifying priority conservation areas (flood hazard areas, riparian zones, slopes over 30%, delineated wetlands, etc.), ownership of conservation areas.
- Introduction of a pre-application process where a developer and Town staff will work together to develop an appropriate conservation subdivision plan

The proposed text amendment is **in red**, and the changes that were made to it later are **in blue**.

Consistency with the 2035 Comprehensive Land Use Plan

Staff submits that the proposed text amendments to the LDS are consistent with the goals # 1, 2, 3, and 6 of the 2035 Comprehensive Plan:

Goal 1: Continue to promote smart growth principles in land use planning and zoning.

- Encourage in-fill, mixed use, and context-sensitive development.
- Promote conservation design to preserve important natural resources.

Goal 2: Create a range of housing opportunities and choices.

- Promote a diverse housing stock including market rate, workforce housing and affordable options that appeal to a variety of households.

Goal 3: Protect and enhance Waynesville's natural resources.

- Protect and enhance water quality and forests.
- Encourage park and greenway development to protect watersheds and improve access to open space.
- Protect rural lands, iconic views, and mountain vistas.

Goal 6: Create an attractive, safe, and multi-modal transportation system.

- Provide an interconnected transportation network of roadways, greenways, freight mobility, bicycle routes and sidewalks that improves safety and strategic access for all users.

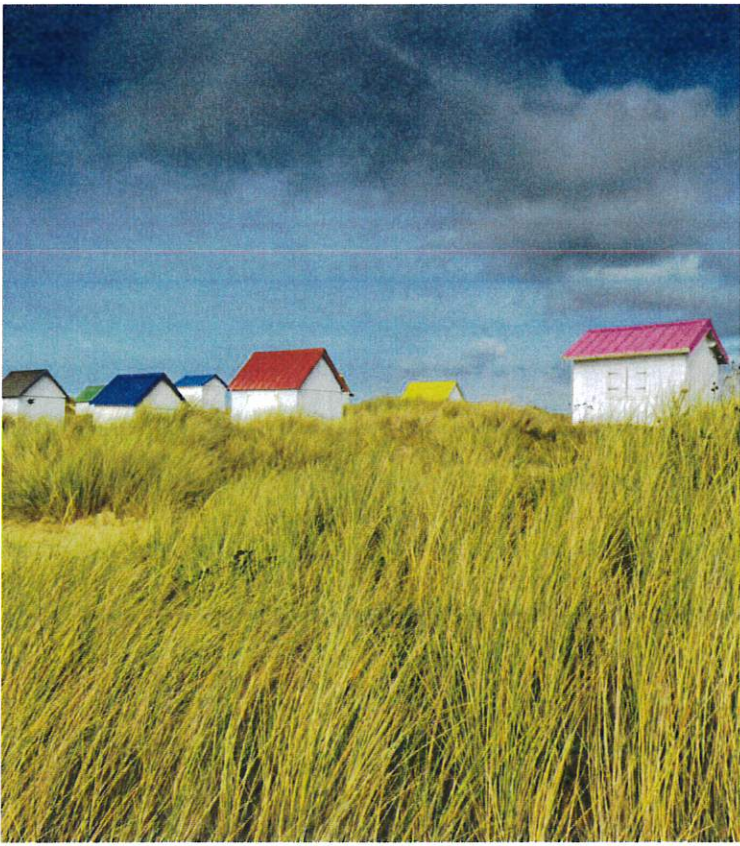
Attachments

1. Proposed Text Amendment
2. Consistency Statement Worksheet

3. Power Point of Conservation and Cottage Subdivisions
4. Public Notice

Recommended Motions

1. Motion to find the recommended changes to the Land Development Standards as attached (or amended) as being consistent with the 2035 Land Use Plan and reasonable and in the public interest.
2. Motion to recommend planning board-initiated text amendment as attached (or as amended) to the Board of Aldermen.



Cottages and Conservation Subdivisions

Proposed Text Amendment

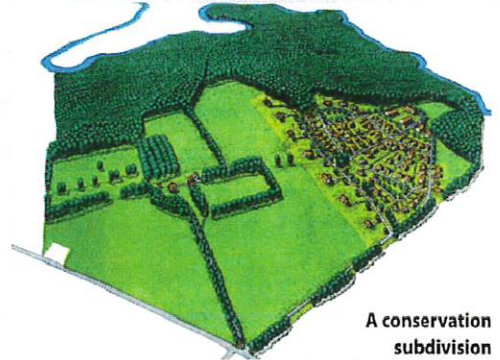
Cottages and Conservation Developments as Alternative Subdivision Designs

15.9.5 Alternative Subdivision Designs.

Cottage Development and Conservation Subdivision are alternative subdivision designs that must follow all applicable review processes and standards of the Waynesville Land Development Standards.



Image by Snohomish County, Washington



A conservation subdivision
Image by NC State University

Define a Cottage and Cottage Developments

Cottage - a small detached single-family or two-family residence constructed to specific design standards and arranged around common open space as a part of a cottage development.

Cottage Development- a development of 3 or more units arranged around common open space, often with shared parking, driveways, and other amenities. A cottage development may also include commercial and/or mixed-use units as a part of Planned Unit Development, as permitted by the zoning district.



Image by Snohomish County, Washington

*Allowed in all districts, except Commercial-Industrial (CI).
No single-family or multi-family dwellings are allowed in CI district in the Table of Permitted Uses (LDS 2.5.3).*

Cottage Development Standards:

- The courtyard shall enhance the aesthetics and character of the development ... and easily accessible open space.
- Cottages may be built on individual lots or have a common form of ownership.
- The term cottage does not include manufactured, tiny homes on wheels, campers, RVs, or other recreational vehicles.
- All cottages must be built to the NC Building Code standards.
- Cottages are subject to all standards of the Town of Waynesville Land Development Standards: stormwater, parking, landscaping, lights, civic space, building height, setbacks, density, minimum lot sizes, zoning, etc.

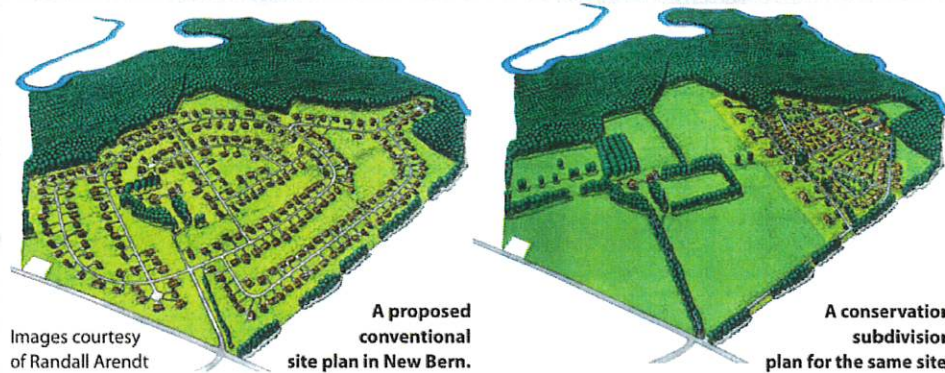


Image by Snohomish County, Washington

Conservation Subdivision

Purpose. The purpose and intent of this section is to provide developers with an option of additional development flexibility to build on smaller lots when additional open space set-asides are provided in order to protect existing topography, mountain ecology, and scenic views of the Town of Waynesville.

Applicability. The conservation subdivision standards shall apply as an option to all divisions of a parent parcel of 2 acres or more.



Conservation Subdivision Development Standards:

- Conservation Subdivision shall be **exempt from minimum lot size requirements.** Under no circumstances, however, shall the gross density of a conservation subdivision exceed the density for the district in which it is located.
- To qualify as a Conservation Subdivision, **at least 50% of the total acreage of the site shall be set aside as an open space or preserve.**
- **Native plants existing on the pre-development shall be minimally disturbed,** and ... shall be also incorporated into post-construction landscaping **of the common areas.**
- **Priority Conservation Areas:** flood hazard areas, riparian zones, landslide tracks, slopes over 30%, delineated wetlands, archaeological and historic sites, boundaries of public lands, scenic views, endangered species populations.

Ownership of Conservation Areas

Ownership, restrictive covenants, and maintenance of the conservation areas must be referenced on the final plat and recorded with the Haywood County Register of Deeds and then submitted to the Administrator for approval. Maintenance of the conservation areas may include but is not limited to invasive weed cutting, removal of trash, debris, dead tree, plant materials and brush.



Image by NC State University

Ownership of Conservation Areas

Open spaces shall be owned and managed by a land trust or homeowner's association, ... subject to the following requirements:

- Unless maintenance is assigned by a conservation or land trust, the homeowner's association shall be responsible for maintenance and taxes on the open space...
- Certain lands designated as conservation areas, such as greenways and preserves, may be dedicated to the Town (Board of Aldermen's approval needed).

~~• The HOA shall not be dissolved without the consent of the Town. d)~~

The homeowner's association shall not be dissolved, unless the conservation area is first deeded to another entity, such as land trust.

Conservation Development Plan

Prior to review of a major conservation subdivision by the Planning Board, an applicant shall have a conservation and development plan for the land reviewed by the Town Development Services Director:

Step 1- Site Analysis Map. The applicant shall prepare a site analysis map that analyzes existing conditions both on the land proposed for the development and land within 500 feet of the perimeter of the site.

Site analysis map shall include the following information as well as any additional information necessary for site assessment and requested by the Administrator:

- Topography (including steep slopes)
- Wetlands
- Predominant vegetation
- Soil types
- Streams

The developer may, although not required at this stage of the pre-application process, submit a full Environmental Survey as specified in section 15.4.1, as it will be required later in the process for a major subdivision.

Conservation Development Plan

Step 2- Site Inspection. ... the Development Services Director shall schedule a site inspection of the land with the applicant and others that the Director deems necessary (such as emergency services and public services) ... to:

- a. Familiarize the staff with the existing site conditions and features of the site;
- b. Identify potential site development issues, including the best location for the development;
- c. Provide an opportunity to discuss site development concepts.

Conservation Development Plan (continued)

Step 3- Conservation Development Plan. Based on the site analysis map and the information obtained during the site inspection, the applicant shall prepare a conservation and development plan. The plan shall include:

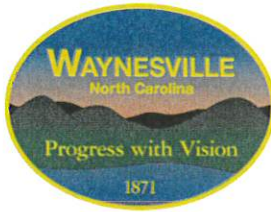
- a. The site analysis map;
- b. A conservation and development areas map that depicts areas for conservation and areas for development;
- c. A preliminary site plan, showing proposed site development, including the approximate locations of utilities, streets, other development features, buffers (if applicable), and lot lines;
- d. Environmental Survey, which must include Natural Resources Inventory, as specified in section 15.4.1.
- e. A preliminary stormwater analysis indicating pre-development and proposed post-development pervious to impervious ratios and stormwater management areas.

Step 4- Technical review by Town Staff.

Step 5- Review & decision by Town Development Services Director. If a conservation and development plan application is approved for completeness by the Development Services Director, the applicant shall file an application for a major subdivision approval.



Questions/Comments?



To: Town of Waynesville Planning Board
 From: Olga Grooman, Planner
 Date: September 19, 2022
 Subject: Text Amendment Statement of Consistency
 Description: Text amendment related to cottages and conservation subdivision designs, Section 15.9 of the Land Development Standards (LDS)
 Address: Town of Waynesville Planning Department ("Development Services Department")

The Planning Board hereby adopts and recommends to the Governing Board the following statement(s):

The zoning amendment **is approved and is consistent with the Town's comprehensive land use plan** because: _____

The zoning amendment and **is reasonable and in the public interest** because:

The zoning amendment **is rejected because it is inconsistent with the Town's comprehensive land plan and is not reasonable and in the public interest** because _____

In addition to approving this zoning amendment, this approval is **also deemed an amendment to the Town's comprehensive land use plan**. The change in conditions taken into account in amending the zoning ordinance to meet the development needs of the community and why this action is reasonable and in the public interest, are as follows: _____

Planning Board Member _____, made a motion, seconded by _____

The motion passed _____. (*unanimously or vote results here*)

 Susan Teas Smith, Planning Board Chair, Date

 Kathy Johnson, Assistant Clerk, Date

REVISED DRAFT FOR PLANNING BOARD CONSIDERATION
SEPTEMBER 19, 2022

ORDINANCE NO. _____

AN ORDINANCE AMENDING THE TEXT OF THE
TOWN OF WAYNESVILLE LAND DEVELOPMENT STANDARDS

WHEREAS, the Town of Waynesville has the authority, pursuant to Article 7 of Chapter 160D of the North Carolina General Statutes, to adopt land development regulations, clarify such regulations, and may amend said regulations from time to time in the interest of the public health, safety, and welfare; and

WHEREAS, the Town of Waynesville Planning Board has reviewed the proposed text amendments to the Land Development Standards (LDS) and recommends that they are consistent with the 2035 Comprehensive Plan and that they are reasonable and in the public interest because they support the following goals:

Goal 1: Continue to promote smart growth principles in land use planning and zoning.

- Encourage in-fill, mixed use, and context-sensitive development.
- Promote conservation design to preserve important natural resources.

Goal 2: Create a range of housing opportunities and choices.

- Promote a diverse housing stock including market rate, workforce housing and affordable options that appeal to a variety of households.

Goal 3: Protect and enhance Waynesville’s natural resources.

- Protect and enhance water quality and forests.
- Encourage park and greenway development to protect watersheds and improve access to open space.
- Protect rural lands, iconic views and mountain vistas.

Goal 6: Create an attractive, safe and multi-modal transportation system.

- Provide an interconnected transportation network of roadways, greenways, freight mobility, bicycle routes and sidewalks that improves safety and strategic access for all users.

WHEREAS, the Planning Board has reviewed and recommends the proposed text amendments for enactment by the Board of Aldermen; and

WHEREAS, the Board of Aldermen find this Ordinance is consistent with the Town’s 2035 Comprehensive Plan and that it is reasonable and in the public interest to “make decisions about resources and land use in accordance with North Carolina General Statutes.” and

WHEREAS, after notice duly given, a public hearing was held on **July 18, 2022** and continued on **September 19, 2022** at the regularly scheduled meeting of the Waynesville Planning Board, and on _____, 2022 at the regularly scheduled meeting of the Board of Aldermen;

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF ALDERMEN OF THE TOWN OF WAYNESVILLE, MEETING IN REGULAR SESSION ON _____ AND WITH A MAJORITY OF THE BOARD MEMBERS VOTING IN THE AFFIRMATIVE, THE FOLLOWING:

That the Land Development Standards be amended as follows (noted in red):

2. Add section 15.9.5 Alternative Subdivision Designs as follows:

15.9.5 Alternative Subdivision Designs.

Cottage Development and Conservation Subdivision are alternative subdivision designs that must follow all applicable review processes and standards of the Waynesville Land Development Standards.

A. Cottage Development.

Cottage - a small detached single-family or two-family residence constructed to specific design standards and arranged around common open space as a part of a cottage development.

Cottage Development- a development of 3 or more structures (commercial or dwellings of single family or duplex design) arranged with common open space, often with shared parking, driveways, and other amenities. A cottage development may also include commercial and/or mixed-use units as a part of Planned Unit Development, as permitted by the zoning district.

The following standards apply:

- The courtyard shall enhance the aesthetics and character of the development through the provision of consolidated and easily accessible open space.
- Cottages may be built on individual lots or have a common form of ownership.
- The term cottage **does not** include manufactured, tiny homes on wheels, campers, RVs, or other recreational vehicles. Manufactured home parks or RV parks are not considered cottage developments for the purpose of this ordinance. All cottages must be built to the NC Building Code standards.
- Cottages are subject to all standards of the Town of Waynesville Land Development Standards based on the size of the development (stormwater, parking, landscaping, lights, civic space, etc.) and all standards of the zoning district (building height, setbacks, density, minimum lot sizes, etc.).
- Minimum size of foundation, rooms, bathrooms, ceiling height, and other building dimensions are subject to applicable NC Building Code.

B. Conservation Subdivision Development.

Purpose The purpose and intent of this section is to provide developers with an option of additional development flexibility to build on smaller lots when additional open space set- asides are provided in order to protect existing topography, mountain ecology, and scenic views of the Town of Waynesville.

Authority: For the purpose of this ordinance, the Administrator means the Development Services Director or his/her designee.

Applicability The conservation subdivision standards shall apply as an option to all divisions of a parent parcel of 2 acres or more.

Development Standards:

1. Density, Lot Sizes, and Agriculture

- a) Conservation Subdivision shall be exempt from minimum lot size requirements. Under no circumstances, however, shall the gross density of a conservation subdivision exceed the density for the district in which it is located.
- b) To qualify as a Conservation Subdivision under these provisions, at least 50% of the **total acreage of the site** shall be set aside as an open space or preserve. Impervious surfaces and areas designated for active recreation, such as tennis courts, volleyball courts, ball fields, golf courses, etc., must be excluded from the minimum 50%.
- c) **Native plants existing on the pre-development shall be minimally disturbed**, and native plants occurring naturally on the site shall be also incorporated into post-construction landscaping **of the common areas**. Post-construction landscaping shall be consistent with the preserved areas. See requirements for Environmental Survey and Natural Resources Inventory in LDS Section 15.4.1.

2. Priority Conservation Areas:

- a) The Special Flood Hazard Area (SHFA, including 100-year floodplain and floodway) and riparian zones of streams;
- b) Existing landslide tracks;
- c) Slopes over 30% in a contiguous area;
- d) Wetlands that meet the definition used by the Army Corps of Engineers, pursuant to the Clean Water Act;
- e) Archaeological and historic sites;
- f) Boundaries of public lands;
- g) Scenic views;
- h) Populations of endangered or threatened species.

3. Ownership of Conservation Areas

Open spaces shall be owned and managed by a land trust or homeowner's association, subject to compliance with the provisions of this section and the following requirements:

- a) Unless maintenance is assigned by a conservation or land trust, the homeowner's association shall be responsible for maintenance and taxes on the open space within the open space- Conservation Subdivision.
- b) Ownership, restrictive covenants, and maintenance of the conservation areas must be referenced on the final plat and recorded with the Haywood County Register of Deeds and then submitted to the Administrator for approval. **Maintenance of the conservation areas may include but is not limited to invasive weed cutting, removal of trash, debris, dead tree, plant materials and brush.**
- c) Certain lands designated as conservation areas, such as greenways and preserves, may be dedicated to the Town. If offered by the landowner, the Board of Aldermen shall determine whether that land is appropriate for dedication to the Town.
- d) The homeowner's association shall not be dissolved, **unless the conservation area is first deeded to another entity, such as land trust.**

4. Conservation and Development Plan. Prior to review of a conservation subdivision by the Planning Board, an applicant shall have a conservation and development plan for the land reviewed by the Administrator for completeness in accordance with the following steps:

Step 1- Site analysis map. The applicant shall prepare a site analysis map that analyzes existing conditions both on the land proposed for the development and land within 500 feet of the perimeter of the site and submit the site analysis map to the Administrator. It is the intent of this section that the information required to be presented in the site analysis map be produced from existing sources and maps to ensure the process is economical for the applicant.

Site analysis map shall include the following information as well as any additional information necessary for site assessment and requested by the Administrator:

- Topography (including steep slopes)
- Wetlands
- Predominant vegetation
- Soil types
- Streams

The developer may, although not required at this stage of the pre-application process, submit a full Environmental Survey as specified in section 15.4.1, as it will be required later in the process for a major subdivision.

Step 2- Site inspection. After receipt of the site analysis map, the Administrator shall schedule a site inspection of the land with the applicant and others that the Administrator deems necessary (such as emergency services and public services). The applicant or the applicant's representative shall attend the site inspection with Town staff members. The purpose of this site visit is to:

- a) Familiarize the staff with the existing site conditions and features of the site;
- b) Identify potential site development issues, including the best location for the development;
- c) Provide an opportunity to discuss site development concepts, including the general layout of conservation areas and potential locations for proposed structures, utilities, streets, and other development features. Comments made by staff during the site inspection shall be interpreted as only being suggestive. No official decision on the conservation and development plan shall be made during the site inspection.

Step 3- Conservation and development plan. Based on the site analysis map and the information obtained during the site inspection, the applicant shall prepare a conservation and development plan. The conservation and development plan shall include the following:

- a) The site analysis map;
- b) A conservation and development areas map that depicts areas intended for conservation and areas intended for development; and

- c) A preliminary site plan, showing proposed site development, including the approximate locations of utilities, streets, other development features, buffers (if applicable), and lot lines in the proposed development area;
- d) Environmental Survey, which must include Natural Resources Inventory, as specified in section 15.4.1.
- e) A preliminary stormwater analysis indicating pre-development and proposed post-development pervious to impervious ratios and stormwater management areas.

Step 4- Technical review by Town Staff.

Step 5- Review & decision by the Administrator. The Administrator shall review and make an administrative decision. If approved, such approval shall only be for the purposes of approving the conservation and development plan. If a conservation and development plan application is approved for completeness by the Administrator, the applicant shall file an application for a major subdivision approval.

2. Add the following definitions to section 17.3 Definitions, Use Type:

Cottage - a small detached single-family or two-family residence constructed to specific design standards and arranged around common open space as a part of a cottage development.

Cottage Development- a development of 3 or more structures (commercial or dwellings of single family or duplex design) arranged with common open space, often with shared parking, driveways, and other amenities. A cottage development may also include commercial and/or mixed-use units as a part of Planned Unit Development, as permitted by the zoning district.

Planned Unit Development (PUD)- a development that integrates residential and non-residential uses as permitted by the zoning district.

Subdivision, Conservation – are a type of subdivision that preserves undivided, buildable tracts of land as open space by grouping dwelling units close together.

ADOPTED this _____ Day of _____, 2022.

TOWN OF WAYNESVILLE

J. Gary Caldwell, Mayor

ATTEST:

Eddie Ward, Town Clerk

APPROVED AS TO FORM:

Martha Bradley, Town Attorney

Planning Board Staff Report

Subject: Land Development Standards (LDS) amendments on Roadway Infrastructure.
Ordinance Section: LDS Sections Chapter 6
Applicant: Staff initiated
Meeting Date: September 19, 2022

Background

Staff asked Traffic and Planning Engineering Group JM Teague to review the Town Land Development Standards for new streets – how they are classified, designed, and function. JM Teague worked with members of the Town's Technical Review Committee, including Fire Code Officials in the development of these recommendations and presented to the Planning Board in June.

Goals of these ordinance amendments are to:

- Develop usable and realistic standards for the Town of Waynesville topography and built environment;
- Clarify and update specifications included in the ordinance, and to assign engineering resources and references where appropriate;
- Establish criteria for roads that the Town will not take into the Town's roadway system;
- Accommodate alternate designs for roadways to minimize cut and fill and other land disturbance;
- Work in conjunction with new TIA requirements, recommended driveway standards and guidelines, proposed cottage and conservation subdivisions; and
- To improve overall safety of the Town's transportation network for all users.

Staff Recommended Text Changes

Street classification and design cross-sections will be provided at the meeting, and the proposed text amendments are shown in red.

Consistency with the 2035 Comprehensive Land Use Plan

Staff submits that the proposed text amendments to the LDS are consistent with the goals # 6 of the 2035 Comprehensive Plan, to:

1. Create an attractive, safe and multi-modal transportation system.

Attachments

1. Proposed Text Amendment

Recommended Motion

1. Motion to recommend that the ordinance is consistent with the 2035 Comprehensive Land Use Plan and is reasonable in the public interest (using the attached worksheet)
2. Motion to recommend that the Board of Aldermen adopt the draft ordinance as proposed (or as amended)



To: Town of Waynesville Planning Board
 From: Elizabeth Teague, Planning Director
 Date: September 19, 2022
 Subject: Text Amendment Statement of Consistency
 Description: Text amendment related to Roadway Standards, Section 6.6 of the Land Development Standards (LDS)
 Address: Town of Waynesville Planning Department (“Development Services Department”)

The Planning Board hereby adopts and recommends to the Governing Board the following statement(s):

The zoning amendment **is approved and is consistent with the Town’s comprehensive land use plan** because: _____

The zoning amendment **is reasonable and in the public interest** because:

The zoning amendment **is rejected because it is inconsistent with the Town’s comprehensive land plan and is not reasonable and in the public interest** because _____

In addition to approving this zoning amendment, this approval is **also deemed an amendment to the Town’s comprehensive land use plan**. The change in conditions taken into account in amending the zoning ordinance to meet the development needs of the community and why this action is reasonable and in the public interest, are as follows: _____

Planning Board Member _____, made a motion, seconded by _____

The motion passed _____. (*unanimously or vote results here*)

 Susan Teas Smith, Planning Board Chair, Date

 Kathy Johnson, Assistant Clerk, Date

ORDINANCE DRAFT FOR PLANNING BOARD CONSIDERATION
SEPTEMBER 19, 2022

ORDINANCE NO. _____

**AN ORDINANCE AMENDING THE TEXT OF THE
TOWN OF WAYNESVILLE LAND DEVELOPMENT STANDARDS**

WHEREAS, the Town of Waynesville has the authority, pursuant to Article 7 of Chapter 160D of the North Carolina General Statutes, to adopt land development regulations, clarify such regulations, and may amend said regulations from time to time in the interest of the public health, safety, and welfare; and

WHEREAS, the Town of Waynesville Planning Board has reviewed the proposed text amendments to the Land Development Standards (LDS) and recommends that they are consistent with the 2035 Comprehensive Plan and that they are reasonable and in the public interest because they support the following goal:

Goal 6: Create an attractive, safe and multi-modal transportation system.

- Provide an interconnected transportation network of roadways, greenways, freight mobility, bicycle routes and sidewalks that improves safety and strategic access for all users.

WHEREAS, the Planning Board has reviewed and recommends the proposed text amendments for enactment by the Board of Aldermen; and

WHEREAS, the Board of Aldermen find this Ordinance is consistent with the Town’s 2035 Comprehensive Plan and that it is reasonable and in the public interest to “make decisions about resources and land use in accordance with North Carolina General Statutes.” and

WHEREAS, after notice duly given, a public hearing was held on **September 19, 2022** at the regularly scheduled meeting of the Waynesville Planning Board, and on _____, 2022 at the regularly scheduled meeting of the Board of Aldermen;

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF ALDERMEN OF THE TOWN OF WAYNESVILLE, MEETING IN REGULAR SESSION ON _____ AND WITH A MAJORITY OF THE BOARD MEMBERS VOTING IN THE AFFIRMATIVE, THE FOLLOWING:

That the Land Development Standards be amended as follows (noted in red):

1. Rename Section 6.5 to reference all adopted transportation plans

6.5 ~~Thoroughfare~~ Transportation Plan Conformity.

The location and design of streets shall be in conformance with the adopted ~~Thoroughfare~~ Transportation Plans of the North Carolina Department of Transportation and of the Town, including the any Pedestrian, Greenway, and Bicycle or other Transportation Plans that has been adopted by the Town of Waynesville.

2. Amend Section 6.6 as follows to add a general purpose and intent statement and general guidelines

6.6 Street Classification and Design

The purpose and intent of these standards are to create an attractive, safe, and multi-modal transportation system.

6.6.1 ~~RULES FOR ASSIGNMENT OF APPROPRIATE STREET DETAILS~~ General Guidelines

- A. Streets constructed as part of new subdivisions or other development must meet comply with the design standards as provided in this section for safety according to its classification.
- B. Streets may be accepted into the Town street system for maintenance with approval of the Town Board of Aldermen. Roads that cannot be accepted into the Town roadway system have two or more of the following characteristics:
 - a. Roadways in elevations above 2900 and/or
 - b. Roadways with grades above 22% with a maintained distance over 500 feet and/or
 - c. Roadways in areas prone to rockslides and/or
 - d. Roadways where the Town is unable to provide emergency services due to geometrics of the roadway and/or
 - e. Roadway stopping sight distance is inconsistent with design speed.
- C. Design Speed and Posted Speed Limit: Design speed is a selected speed used to determine the various geometric design features of a roadway. The posted speed limit is established either by law or by traffic control devices. Speed limit is usually less than the design speed.
- D. Street design includes multiple elements: the roadway or vehicle travel surface, which may include an improved shoulder or bicycle lane; curb and gutter, swale or other stormwater conveyance, planted strips and landscaping as required, sidewalks, greenways or other pedestrian facilities such as crosswalks as required.
- E. Blocks are a unit of land, inclusive of private land, alleys, parking areas and sidewalks or other features that are circumscribed by a combination of streets, waterways, or linear greenspace that break up the linear development pattern along a roadway. New streets shall be organized with blocks that are a maximum of 500 feet in length unless within a conservation subdivision or hillside development, or Low Density Residential Districts (CC-RL, EN-RL, FC-RL, or HT-RL).

~~Diagram of the many different parts of a street. Care should be taken to ensure that context plays a primary role in the selection of the various right-of-way elements.~~

3. Amend Cross sections in Section 6.6.2 as follows

(Roadway Cross Sections to be inserted.)

6.6.2.A BOULEVARD

Definition: Boulevards provide multi-lane access to commercial and mixed-use developments. Boulevards also serve to carry regional traffic throughout the town. *(Russ Avenue is an example of a Boulevard.)*

- Right-of-way width: 100-124 feet (Curb and Gutter),
- Lane Widths: 10-12 feet
- Median Width: 10 – 20feet
- Traffic Lanes: 4 or 5 lanes
- **Parking Lanes: None, Generally Off-street Parking**
- Curb Type: Vertical curb and gutter or LID or **swale Open Drainage** *(Additional right-of-way may be required for natural drainage sections)*
- Curb Radius: 15 -25 feet **at street intersection** *(see Section Ref. Sec. 6.7.6)*
- **Grades: As approved by Administrator.***(Ref. Sec. 6.7.4)*
- **Design Speed: 50 mph**
- **Stopping Sight Distance: minimum 425 feet** *(Ref. Sec. 6.7.1)*
- Pedestrian Facilities – Intersection bulbouts (required) and Mid-block crosswalks
- Walkway Type: 6 ft. sidewalk both sides (Residential Districts) 8 ft. all other districts
- Bicycle **Facilities: Type BL** - 5 ft. Bike Lane *(See also Ref. Sec. 6.9.3)* or 6 ft. w/on-street parking
- Planter Type: Continuous planting strip - 6 ft. (curb) or 8 ft. **swale Open Drainage**
- Landscape **Type: 1 per 40 ft.** of street frontage *(See also Ref. Sec. 8.5.1)*

6.6.2.B AVENUE

Definition: Avenues serve as **arterial, collector, or local route** connectors between neighborhoods and area centers. Used in residential and commercial areas, often terminating at prominent buildings, downtown centers or plazas. Avenues may also **circulate** around squares or neighborhood parks. *(Dellwood Road and Howell Mill Road are examples of Avenues).*

- Right-of-way width: 80-104 feet (Curb and Gutter),
- Lane Widths: 10-12 feet
- Median Width: 12 – 18 feet. *(Optional)*
- Traffic Lanes: **2-3 lanes**
- Parking Lanes: parking on both sides **@ 8 feet marked (if Provided) – (Ref. Sec. 6.7.11)**
- Curb Type: Vertical curb and gutter or LID or **swale Open Drainage** *(Additional right-of-way may be required for natural drainage sections)*
- Curb Radius: 15 -25 feet. **at street intersection (see ~~Section~~ Ref. Sec. 6.7.6)**
- **Grades: As approved by Administrator. (Ref. Sec. 6.7.4)**
- **Design Speed: 45 mph**
- **Stopping Sight Distance: minimum 360 feet (Ref. Sec. 6.7.1)**
- Pedestrian Facilities – Intersection bulbouts (required) and Mid-block crosswalks
- Walkway Type: 6 ft. sidewalk both sides (Residential Districts) 8 ft. all other districts
- Bicycle **Facilities: Type BL - 5 ft. Bike Lane (See also Ref. Sec. 6.9.3) or 6 ft. w/on-street parking**
- Planter Type: Continuous planting strip - 6 ft. (curb) or 8 ft. **swale Open Drainage)**
- Landscape **Type: 1 per 40 ft. of street frontage (See also Ref. Sec. 8.5.1)**

6.6.2.C COMMERCIAL STREET BUSINESS DISTRICT STREET

Definition: ~~Commercial Streets are intended to provide access to high density commercial, office, and industrial areas.~~ Business District Streets can be arterial, collectors, or local streets that serve as a primary thoroughfare for traffic circulation in a limited area. They provide access to downtown, commercial or outlying business districts and generally have a high percentage of truck traffic. A destination street that serves as a center of civic, social, and commercial activity. (*Downtown, Frog Level, and Hazelwood are examples of locations for Business District Streets*).

- Right-of-way width: 60-80 feet (Curb and Gutter),
- Lane Widths: 10-12 feet
- ~~Median Width: N/A~~
- Traffic Lanes: 2 - 3 lanes
- Parking Lanes: Both sides @ ~~8 feet marked~~ or (one side only as appropriate) (*Ref. Sec. 6.7.11*)
- Curb Type: Vertical curb and gutter
- Curb Radius: 15 -25 ft. at street intersection (~~see Section~~ *Ref. Sec. 6.7.6*)
- Grades: As approved by Administrator. (*Ref. Sec. 6.7.4*)
- Design Speed: 35 mph
- Stopping Sight Distance: minimum 250 feet (*Ref. Sec. 6.7.1*)
- Pedestrian Facilities – Intersection bulbouts (required) and crosswalks at all intersections and Mid-block as appropriate.
- Walkway Type: 12 ft. sidewalk both sides (16 ft. required for outdoor seating areas) (dimensions are measured from back of curb to the outside edge of sidewalk)
- Bicycle Facilities: Type N or W (*Ref. Sec. 6.9.3*)
- Planter Type: Tree wells or 6 ft. continuous planting strip (included in walkway type dimension)
- Landscape Type: 1 per 40 ft. of street frontage (~~See also~~ *Ref. Sec. 8.5.1*)

6.6.2.D RESIDENTIAL STREET

Definition: Local Residential streets serve as the primary transportation network in the community. Generally, ~~they are two (2) to six (6) blocks in length.~~ *contains more than 50% residential dwellings based on road frontage.*

- Right-of-way width: *Minimum 40 feet. ~~50ft.~~ (Curb and Gutter), 50 ft. ~~60ft.~~ (Swale Open Drainage)*
- Pavement Widths: *Minimum 20 feet. (27 ft. with parking)*
- Traffic Lanes: *generally two lanes (one in each direction)*
- Parking Lanes: ~~Informal~~ parking on one side *(Ref. Sec. 6.7.11)*
- Curb Type: Vertical Curb and Gutter or *LID (Low Impact Development) (Ref. Sec. 12.5)*
- Curb Radius: 15 feet. *at street intersection (Ref. Sec. 6.7.6)*
- Grades: *Maximum Grade of 18% for a maximum length of 2,500 feet. (Ref. Sec. 6.7.4)*
- Design Speed: 40 mph
- Stopping Sight Distance: *minimum 305 feet (Ref. Sec. 6.7.1)*
- ~~Median Width:~~
- Walkway Type: 5 ft. sidewalk both sides *(one side with environmental constraints or as part of a Tier 1 Subdivision Plan) (Ref. Sec. 6.6.2.H)*
- Bicycle Facilities: ~~Informal~~ Type N or W *(Ref. Sec. 6.9.3)*
- Planter Type: Continuous planting strip 5 ft. (Curb) or 8 ft (Swale)
- ~~Pedestrian Facilities: n/a~~
- Landscape Type: 1 per 40 ft. of street frontage (see 8.5.1) ~~*not including sight triangle~~
- Subdivision Type: All Major Subdivisions

6.6.2.E LANE

Definition: Lanes are small traveled ways intended to provide direct access to the front of a limited number of single-family structures. Lanes are limited in the number of lots served. Generally, they are very short; often less than four hundred (400) feet. Items including, but not limited to, traffic carrying capacity, topography, and connectivity, shall be a consideration when permitting a lane in lieu of a street.

- Right-of-way width: *Minimum 36 feet. 40ft* (Curb and Gutter), *46 feet. 50ft* (Open Drainage)
- Pavement Widths: ~~16ft (Curb Gutter) 18 ft. (Open Drainage)~~ *Minimum 20 feet.*
- Traffic Lanes: two lanes (*one lane in each direction*) or one lane as a one-way street or loop, as approved by fire code official.
- Parking Lanes: ~~Informal~~ parking on one side (*Ref. Sec. 6.7.11*)
- Curb Type: Vertical Curb and Gutter, *Open Drainage* or *LID (Low Impact Development)* (*Ref. Sec. 12.5*) (Additional right-of-way may be required for natural drainage sections)
- Curb Radius: 15 feet. *at street intersection (Ref. Sec. 6.7.6)*
- *Grades: Maximum Grade of 18% for a maximum length of 2,500 feet. (Ref. Sec. 6.7.4)*
- ~~Median Width:~~
- *Design Speed: 35 mph*
- *Stopping Sight Distance: Minimum 250 feet (Ref. Sec. 6.7.1)*
- Walkway Type: 5 ft. sidewalk one side (*4 feet. with environmental constraints*)
- Bicycle Facilities: ~~Informal~~ Type N or W (*Ref. Sec. 6.9.3*)
- Planter Type: Continuous planting strip 5 ft. (Curb) or 8 ft (~~Swale~~ *Open Drainage*).
- ~~Pedestrian Facilities: n/a~~
- Landscape Type: 1 per 40 ft. of street frontage (*Ref. Sec. 8.5.1*)
- Length: *Maximum* 399 ft. unless approved by the Administrator

6.6.2.F ALLEY

Definition: Alleys are intended to provide indirect, limited access to the rear of properties but not to accommodate through traffic. Utilities, either above ground or underground, may be located in alleyways to provide service connections to rear elevations.

- Right-of-way width: 20-24 feet.
- Pavement Widths: *Minimum 14 feet.*
- Parking Lanes: None
- Curb Type: inverted Crown
- Curb Radius: Taper *at street intersection*
- *Grades: As approved by Administrator. (Ref. Sec. 6.7.4)*
- *Design Speed: 30 mph*
- *Stopping Sight Distance: 200 feet*
- Walkway Type: Path optional
- Landscape Type: None
- Building Setback from Alley Centerline: 15 ft.
- Maximum Length: ~~400 ft.~~ *Approved by Administrator*

6.6.2.H CONSERVATION ROADWAY (FOR CONSERVATION SUBDIVISIONS OR HILLSIDE PROTECTION)

Definition: Streets designed to accommodate environmental constraints and to encourage minimal grading, and which adapts to the natural character of the land. This street standard can be applied when environmental issues, environmental protection and/ or conservation are a consideration. This standard can **only** be used with the preapproval of the administrator.

- Right-of-way width: *Minimum 36 ft. (Vertical Curb), 46 ft. (Open Drainage)*
- Pavement Widths: *Minimum 20 ft. (14 ft. in one-way sections with pull out every 150 ft.)*
- Traffic Lanes: 1 or 2 lanes
- Parking Lanes: None (*off-road parking only*)
- Curb Type: Vertical Curb, Open Drainage or LID (*Low Impact Development*) with Curb and gutter at intersections. (*Additional right-of-way may be required for natural drainage sections*) (Ref. Sec. 12.5)
- Curb Radius: 15 ft. at street intersection (Ref. Sec. 6.7.6)
- Grades: As approved by Administrator. (Ref. Sec. 6.7.4)
- Design Speed: 40 mph
- Stopping Sight Distance: *Minimum 305 feet* (Ref. Sec. 6.7.1)
- Walkway Type: 5 ft. (*4 ft. with environmental constraints*) sidewalk on one side. (*For Alternative Compliance Ref. Sec. 6.8C*)
- Bicycle Facilities: Optional Type N or W (Ref. Sec. 6.9.3)
- Planter Type: Continuous planting strip 5 ft (*Rolled Curb*) or Open Drainage. (*For Alternative Compliance Ref. Sec. 6.8.1*) (Ref. Sec 6.8C for Tree Conservation)
- Landscape Type: 1 per 40 ft. of street frontage (Ref. Sec. 8.5.1)

4. Update Engineering Standards of Section 6.7 to include current references and resources; and apply current engineering standards for sight distance requirements.

6.7 - STREET ENGINEERING STANDARDS.

The following standards are intended to provide general clarity for most conditions in Waynesville. Deviations to these standards may be granted by the Administrator subject to generally accepted safety and engineering practices. ~~For additional guidance, the Town will use the Designing Walkable Urban Thoroughfares: A Context Sensitive Approach by the Institute of Transportation Engineers and the Congress for the New Urbanism or a similarly generally accepted document.~~

6.7.1 STOPPING SIGHT DISTANCES.

Stopping Sight Distance (SSD) is the forward view that a driver has at all times while driving the indicated maximum speed limit for each classification of Town Street. The SSD is greatly dependent on the approach grade. The values presented are for an assumed approach grade within a range of -3% to +3%. For approach grades outside this range, the design engineer shall be required to certify that SSD is met at all times-along the street. **Guidance obtained with reference to NCDOT Subdivision Manual, AASHTO (American Association of State Highway and Transportation Official), (Highway Capacity Manual, and NACTO (National Association of City Transportation Officials).*

Minimum stopping sight distance should conform to the design speed of the roadway. ~~(Ref. Sec. 6.6.2) the particular street and the stopping distances required for wet pavement conditions provided in the table below.~~

~~Design Speed Stopping Distance~~

~~20 MPH — 125 Feet~~

~~25 MPH — 150 Feet~~

~~30 MPH — 200 Feet~~

| Street Classification | Design Speed | Stopping Sign Distance |
|------------------------------------|--------------|------------------------|
| Boulevard | 50 mph | 425 feet |
| Avenue | 45 mph | 360 feet |
| Residential or Conservation Street | 40 mph | 305 feet |
| Business District Street or Lane | 35 mph | 250 feet |
| Alley | 30 mph | 200 feet |

The required sight distances set forth in this section should be provided by both vertical and horizontal alignment. Where grades vary from level conditions, stopping sight distances must be increased for downhill grades, but may be decreased for uphill grades. **In cases where the speed limit is greater, refer to the latest published copy of AASHTO's "A Policy on Geometric Design of Highways and Streets".**

6.7.4 GRADES.

A. **Vertical Curves:** K values for vertical curve design should be consistent with design speed and stopping sight distance. (Ref. Sec. 6.7.1).

~~B. **Maximum Grade for Alleys, Lanes and Streets:** Fifteen (15%) percent, except that sections less than two hundred and fifty (250) feet in length may not exceed eighteen (18%) percent. Within one hundred (100) feet of an intersection, grades may not exceed eight (8%) percent.~~

~~C. **Maximum Grade for All Other Streets:** All other street types are limited to a maximum of twelve (12%) percent grades. Within one hundred (100) feet of an intersection, grades may not exceed five (5%) percent.~~

B. **Maximum Grade for Residential Streets and Lanes:** Maximum Grade of 18% for a maximum length of 2,500 feet. Each 2,500-foot maximum grade section must be separated by a 500-foot section of 7% maximum grade. The maximum grade can be increased by 3% for distances less than 500 feet as long as there is a 500-foot "normal maximum grade" section between each "increased maximum grade" section.

C. **Maximum Grade all other street types:** As approved by Administrator. Must meet AASHTO guidelines.

D. **Minimum Street Grades:** No grades less than 0.5% should be used to facilitate water drainage (e.g., vertical slope, cross-slope, inverted crown)

6.7.5 CENTERLINE RADIUS.

When determining the centerline radius for a new roadway, refer to the latest published copy of AASHTO's "A Policy on Geometric Design of Highways and Streets".

~~A. **Minimum Centerline Radius For All Streets:** 65 feet (Exception: Lanes and Alleys shall be 50 feet)~~

~~B. **Maximum Centerline Radius:** The maximum centerline radius shall be as follows:~~

| Design Speed {Street Type} | Design Centerline Radius {Maximum} |
|-------------------------------|---------------------------------------|
| 20 MPH (Lane) | 90 Feet |
| 20 MPH (Street) | 90—120 Feet |
| Greater Than 25 MPH | Refer to AASHTO Standards |

6.7.6 CURB RADII AND CONSTRUCTION.

G. Alternative Compliance. Curbs – when the permeable pavement is in use or when the direct stormwater runoff has less impact than the concentrated runoff of standard drainage systems. Low Impact Development (LID) stormwater controls may be used with approval by the administrator

1. Alternative Compliance: Alternative provisions for curbs meeting the intent of this section may be used where unreasonable or impractical situations would result from the application of these requirements or where an alternative drainage plan is preferred for stormwater management. Such situations may result from significant street trees, impending road widening, topography, utility easements, lot configuration or other unusual site conditions.
2. In districts such as Hillside Protection areas and Conservation Subdivisions, Low Impact Development (LID) or preservation of existing vegetation may be used with approval by the administrator. All alternative stormwater features shall be constructed in accordance with the standards in the latest edition of the North Carolina Environmental Quality's (NCDEQ) Stormwater Design Manual. (Ref. Sec. 12.5). The Administrator may approve an alternate plan that proposes different stormwater amenities provided that the intent of this section is fulfilled.

6.7.11 Parallel Parking Spaces on Existing Streets.

All mid-block parallel parking spaces shall be (7) feet in width by twenty-two (22) to twenty-six (26) feet in length and end of block spaces maybe seven (7) feet in width by twenty (29) feet in length as determined by the administrator subject to the constraint of the existing conditions. The dimension is measured from the face of the curb and may include the gutter. ~~Angled spaces shall be per Architectural Graphic Standards, latest edition.~~ All on-street parking spaces must meet local fire code, the latest editions of the Architectural Graphic Standards, and the Manual on Uniform Traffic Control Devices (MUTCD) guidelines, and are subject to approval by the administrator.

5. Update pedestrian facilities requirements to include a purpose and need statement and to accommodate LID, hillside, and environmental conservation as an allowable criteria for alternative compliance.

6.8 - PEDESTRIAN FACILITIES.

The purpose and intent of this section is to establish criteria for the development of pedestrian facilities within the jurisdiction of the Town of Waynesville. These standards are set forth to:

1. Provide a safe and walkable pedestrian environment while considering local environmental constraints, low impact development standards, and public safety
2. Promote access for those who are mobility impaired or wheelchair dependent.
3. Improve connectivity and convenience among residential, recreational, and commercial areas.

6.8.1 SIDEWALKS

6.8.1 Sidewalks.

- A. **General Standards/Location:** Sidewalks are required in accordance with the street classifications in Section 6.6.2. , **as part of major site plans and major subdivisions, and wherever designated in the adopted pedestrian plan.** Alternative facilities may be considered in the RL District and in areas where Hillside Protection standards apply (See Section 12.6) in accordance with C below. A payment in lieu may be considered in all districts in accordance with D below.

....

- C. **Alternative Compliance:** Alternative provisions for pedestrian movement meeting the intent of this section may be used where unreasonable or impractical situations would result from **the** application of these requirements. Such situations may result from significant street trees, impending road widening, topography, utility easements, lot configuration or other unusual site conditions. *Alternative pedestrian facilities may be used as part of Low Impact Development (LID), development design, hillside, or within conservation and cottage development with approval by the administrator.*
1. In districts where trails are permitted in lieu of sidewalks (RL & Hillside Protection areas & *Conservation Subdivisions*), they shall be constructed in accordance with the standards in 6.8.2. Trails are generally allowed in very low-density development and are only required on one side of the road
 2. The Administrator may approve an alternate plan that proposes different pedestrian amenities provided that the intent of this section is fulfilled.

Note: Additional changes to bicycle facilities and site triangles shall be proposed separately.

Planning Board Staff Report

Subject: Text amendments regarding subdivisions
Ordinance Section: Chapter Chapters 8 and 15 of the Land Development Standards (LDS)
Applicant: Planning Board Subdivision Subcommittee initiated text amendment;
 Development Services Department
Meeting Date: September 19, 2022

Background

At the regularly scheduled meeting on March 21, 2022, staff presented a recommendation to divide major subdivisions into “tiers” so that larger subdivisions with presumably more impacts to surrounding neighbors, would have to meet additional requirements. This was discussed again as part of a hearing on April 11, 2022 and was continued until the May 16, 2022 Planning Board Meeting, and was then moved forward to the Board of Aldermen for their consideration. The final version of the ordinance draft recommended that larger subdivisions be treated through a quasi-judicial proceeding, reversing the 160D amendment for major subdivisions creating more than 30 lots (“tier 3 or 4” type subdivisions). I have attached the Planning Board report that went forward with the ordinance for your reference.

The Board of Aldermen chose not to take action for a variety of concerns after an extended discussion related to the pros and cons of administrative proceedings and quasi-judicial proceedings. However, there was general support for the recommendation to include buffering in larger subdivisions. Staff would like Planning Board guidance on whether or not to move forward a new version of the ordinance to require landscape buffer in large scale development, and how best to proceed with the quasi-judicial vs. administrative procedural requirements.

Staff Recommended Text Changes:

Staff recommends submitting a new ordinance on landscaping and removing the amendment to convert back to quasi-judicial proceeding on any major subdivision until the Planning Board receives further guidance from the Board of Aldermen. Staff submits that a revised ordinance draft would still be consistent with the first and third goals of the 2035 Comprehensive Plan:

Goal 1: Continue to promote smart growth principles in land use planning and zoning.

- Create walkable and attractive neighborhoods.
- Encourage in-fill, mixed use, and context-sensitive development.
- Promote conservation design to preserve important natural resources.
- Reinforce the unique character of Waynesville.

Goal 3: Protect and Enhance Waynesville’s Natural Resources.

- Protect rural lands, iconic views and mountain vistas.

Attachments

1. Proposed Text Amendment
2. Previous Planning Board Report to the Aldermen

Recommended Motions

1. Direct Staff to call for a public hearing to consider the revised ordinance

REVISED DRAFT FOR PLANNING BOARD CONSIDERATION
SEPTEMBER 19, 2022

ORDINANCE NO. _____

**AN ORDINANCE AMENDING THE TEXT OF THE
TOWN OF WAYNESVILLE LAND DEVELOPMENT STANDARDS**

WHEREAS, the Town of Waynesville has the authority, pursuant to Article 7 of Chapter 160D of the North Carolina General Statutes, to adopt land development regulations, clarify such regulations, and may amend said regulations from time to time in the interest of the public health, safety, and welfare; and

WHEREAS, the Town of Waynesville Planning Board has reviewed the proposed text amendments to the Land Development Standards (LDS) and recommends that they are consistent with the 2035 Comprehensive Plan and that they are reasonable and in the public interest because:

- The Town of Waynesville will continue to “promote smart growth in land use planning and zoning;” (Goal #1);
- The amendment will “create a range of housing opportunities and choices,” (Goal #2);
- The Town will “protect and enhance Waynesville’s natural resources,” (Goal #3);

WHEREAS, the Planning Board has reviewed and recommends the proposed text amendments for enactment by the Board of Aldermen; and

WHEREAS, the Board of Aldermen find this Ordinance is consistent with the Town’s 2035 Comprehensive Plan and that it is reasonable and in the public interest to “make decisions about resources and land use in accordance with North Carolina General Statutes.” and

WHEREAS, after notice duly given, a public hearing was held on April 11, 2022 at a special called meeting of the Waynesville Planning Board, continued on May 16, 2022 at the regularly scheduled meeting of the Waynesville Planning Board, and held on ____, 2022 at the regularly scheduled meeting of the Board of Aldermen;

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF ALDERMEN OF THE TOWN OF WAYNESVILLE, MEETING IN REGULAR SESSION ON ____, 2022 AND WITH A MAJORITY OF THE BOARD MEMBERS VOTING IN THE AFFIRMATIVE, THE FOLLOWING:

That the Land Development Standards be amended as follows (in red):

1. Amend the following Sections of Chapter 8 Tree Protection, Landscaping and Screening

8.4 Buffer Yards.

Buffer yards are planting areas located parallel to the side and rear lot lines. **The purpose and intent of buffer yard requirements are to preserve landscape and provide a buffer as a mitigation measure for potential development impacts. They are** designed to separate incompatible adjacent uses, **or to and** provide privacy and protection against potential adverse impacts of an adjoining **incompatible** use or zoning district.

8.4.1 Required Buffer Yards.

A. Required Yards by District: The size of a buffer shall be determined both by the zoning district of the proposed development and by the adjacent zoning district(s). Buffer yards shall be required in accordance with the table below when any use is being established on a property that abuts an existing developed lot or less intense zoning district.

| | | Adjacent Zoning District | | | | | |
|----------------------------------|---|--------------------------|-------|----|----|----------------|------------------------|
| | | RL/RM | NR/UR | NC | BD | RC | CI |
| District of Proposed Development | RL/RM | X | X | X | X | A ¹ | A ¹ |
| | NR/UR ² | C | X | X | X | X | X |
| | NC ² | B | C | X | X | X | X |
| | BD | C | C | X | X | X | X |
| | RC | A | A | B | C | X | X |
| | CI | A | A | A | A | B | X |
| | ¹ Only required where adjacent, more intense use is pre-existing and no equivalent buffer is provided on the adjacent property ² Only multifamily and non-residential uses shall provide buffers between adjacent single family uses in detached homes | | | | | | X = No Buffer Required |

- B. Additional Buffer Yard Requirements:** A type B Buffer Yard is required along the side and rear lot lines, not including road frontage, of new major subdivisions of 31 or more units and special use permits in all districts, except where the above table has a stricter requirement or as part of a conservation subdivision.
- C. Location:** Buffer yards are intended to be constructed along the perimeter of the property; however, when there is irregular topographic conditions such as the perimeter of the property is at a lower grade than the use being screened, the Administrator may require the relocation of the required buffer yard in order to better serve its purpose.
- D. Relationship to Required Yards and Setbacks:** Where front, side and rear yards are required by this chapter, buffer yards may be established within such yards. If a yard requirement is less than the minimum buffer requirement, the buffer width requirement shall override the minimum yard requirement.
- E. More Restrictive to Apply:** Where a proposed use or development type abuts multiple use types or zoning districts along the same side or rear year[yard], the largest buffer will apply.
- F. Buffer Location Restrictions:** Buffers shall not be located on any portion of any existing or proposed street right-of-way. Buffers shall be permitted to intersect utility easements or run parallel with them; however, they shall not be permitted to run linear with and superimposed on them.

2. Amend Section 15.9.2 Major Subdivisions as follows:

15.9.2 Major Subdivisions.

The major subdivision review process is required for those divisions of land into eight (8) or more lots or which require dedication of public utilities and/or public streets. **There are four tiers of major subdivisions.**

| Tier | Description | Process Type | Pre-Application Meeting |
|--------|-------------|----------------|-------------------------|
| Tier 1 | 0-14 lots | Administrative | Required |
| Tier 2 | 15-30 lots | Administrative | Required |
| Tier 3 | 31-60 lots | Administrative | Required |
| Tier 4 | 60 lots< | Administrative | Required |

- A. **Process Types:** Major Subdivisions are Administrative unless an application is made to acquire additional density which requires a Special Use Permit in accordance with Section 2.4.1. ~~Major Subdivisions which create 31 or more new lots require a Special Use Permit.~~
- B. **Pre-Application Procedure:** It is required that every applicant for a Major Subdivision meet with the Administrator in a conference prior to the submittal of an application. The purpose of this conference is to provide clarification and assistance in the preparation and submission of plats for approval. It is recommended that the applicant provide a sketch plan (15.4.2) and Environmental Survey (15.4.1) to the Administrator prior to or at the pre-application conference. The provision of a sketch plan will allow the Administrator an opportunity to review the proposal before the applicant expends funds on the preparation of a detailed Subdivision Plan.
- C. **Required Application Information:** Environmental Survey (15.4.1) and Preliminary Plat.
- D. **Preliminary Plat Approval:** The Planning Board shall review and either approve or deny the major subdivision applicant's preliminary plat in accordance with the procedure set forth in section 15.9.3 below. Engineering, including a compliant Stormwater Plan (12.5) and Construction Documents (15.4.4) shall be submitted after Planning Board review.
- E. **Final Plat:** Once all infrastructure improvements are installed or financially guaranteed as required by Section 6.13 below, the Final Plat shall be presented for approval in accordance with Section 15.9.4 below.

15.9.3 Preliminary Plats for Major Subdivision.

- A. **Process Types:** Administrative or Special Use Permit (see LDS Section 15.10).
- B. **Permit Required Before Any Land-Disturbing Activity:** No land-disturbing activity shall take place until a Preliminary Plat has been approved.
- C. **Required Application Information:** Environmental Survey (15.4.1) and Preliminary Plat (15.4.4) prepared by a registered land surveyor, licensed landscape architect or licensed engineer.
- D. **Determination of Completeness:** The Administrator shall review the application to ensure that it is complete, prepare a report and recommendation on the application, and schedule the matter for a public hearing before the Planning Board.
- E. **Public Notification:** None required.

- F. **Neighborhood Meeting (15.3.7):** Optional.
- G. **Public Hearing:** The Planning Board shall hold a hearing on the proposal. The applicant and other property owners likely to be materially affected by the application shall be given an opportunity to be heard.
- H. **Decisions/Findings of Fact:** Following the public hearing the board may approve, deny or approve with conditions the application for a Major Subdivision. No Major Subdivision shall be approved unless the commission finds each of the following facts to be true:
1. The plan is consistent with the adopted plans and policies of the Town;
 2. The plan complies with all applicable requirements of this ordinance; and
 3. The plan has infrastructure as required by the ordinance to support the plan as proposed.
- I. **Substantial Changes:** ~~Substantial Changes from the approved preliminary plat shall require additional review by the Planning Board. Substantial changes shall include redesign of streets, increasing the number of lots, altering the design of more than twenty (20) percent of the lots, and/or reducing the number of lots by twenty (20) percent. All other changes shall be considered minor modifications subject to review by the Administrator. See section 15.2.5.~~
- J. **Appeals.** An appeal of the decision to approve or deny a Preliminary Plat or a substantial change to an approved Preliminary Plat may be made by an aggrieved party to the Superior Court of Haywood County no later than thirty (30) days after the applicant receives the written copy of the decision.
- K. **Permit Validity:** Unless substantial work has commenced or a building permit has been obtained, approval of a preliminary plat expires two (2) years from the date such approval was granted.
- L. **Permit Extension:** The applicant may apply for an extension of the approval period. The Planning Board may approve an extension of the time required to file the final plat up to a total of five (5) years from the date the initial application was approved where warranted in light of all relevant circumstances, including, but not limited to, the size and phasing of development, the level of investment, the need for the development, economic cycles, and market conditions or other considerations. No further development activity shall be performed until the new approval is issued.

ADOPTED this _____ Day of _____, 2022.

TOWN OF WAYNESVILLE

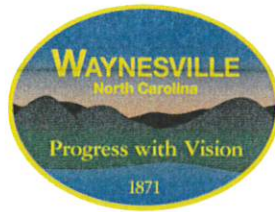
J. Gary Caldwell, Mayor

ATTEST:

Eddie Ward, Town Clerk

APPROVED AS TO FORM:

Martha Bradley, Town Attorney



To: Town of Waynesville Board of Aldermen
 From: Susan Teas Smith, Planning Board Chair
 Elizabeth Teague, Development Services Director
 Date: June 21, 2022
 Subject: Planning Board Report and Statement of Consistency
 Description: Text Amendments to LDS Section 8.4 Buffer Yards
 LDS Section 15.2 Administrative Modifications
 LDS Section 15.9 Major Subdivisions
 Applicant Address: Planning Board Initiated Text Amendment

Since November, 2021, a subcommittee of the Planning Board has been working to improve the Land Development Standards to implement the 2035 Comprehensive Land Use Plan and adapt to NCGS 160D. This work resulted in several ordinances which have come before the Aldermen and been adopted:

- The requirement of a natural resources inventory in addition to an Environmental Survey for all major site plans and major subdivisions;
- Mandatory Neighborhood Meetings for projects that create 8 or more units (multi-family development or major subdivisions);
- Updated terms for Preliminary Plat, Final Plat, Master Plan, and Construction Document;
- Revised Civic Space requirements to expand options for developers, clarify maintenance and ownership, and increase civic space requirements based on development size and at a similar rate to other jurisdictions; and
- Reduction in the threshold for when a Traffic Impact Analysis (TIA) is required from 3000 trips per day to 500 trips per day, and to require a scope of work for the TIA and specifications for how and where mitigation measures are required.

The Planning Board is currently working on:

- Recommendations on infrastructure and roadway classifications, and pedestrian and bicycle facility requirements from JM Teague and town staff,
- Technical changes to the driveway permitting requirements at the request of Public Services and Building Inspections, and
- Options for conservation subdivisions and cottage development.

This proposed ordinance requires that major subdivisions of 31 lots or more be required to add a Type B buffer, and require a special use permit which is issued through a quasi-judicial proceeding. This would reverse, in part, the LDS 160D amendment that subdivisions and major site plans be reviewed through an administrative process instead of a quasi-judicial one. In quasi-judicial proceedings, a board must make subjective findings such as: does the application "conform to character of the neighborhood;" would it "impede the orderly development and improvement of surrounding property," and is it "detrimental to the health, safety and general welfare." A board can also impose special conditions upon a site plan for approval. In an administrative proceeding, a board must evaluate an application solely on its compliance with zoning and development regulations.

While the planning board voted unanimously to recommend this ordinance, there was not full agreement. Some are concerned that any additional requirements placed on a major subdivision or site plan increases costs and decreases affordability of new development. Others are concerned by the subjectivity of quasi-judicial findings which can be dependent on personal opinions, and which require verification of evidence and whether witnesses have standing. There was also much discussion on the fact it may be challenging in some cases for a board to determine what "conforming to the character of the neighborhood" means in certain cases, particularly in transitional areas of growth. Others expressed concern that board members would not be able to attend neighborhood meetings on development, to avoid conflict of interest or accusations of prejudicial behavior.

However, there was concern that large scale development such as that for the Queen Farm, could have profound impacts on the larger community which should be considered and mitigated. There was also discussion that the board would like the opportunity to impose reasonable conditions for approvals. In the midst of this discussion, the planning board also considered inputs from citizens who asked that all development approvals be required to go through a quasi-judicial proceeding.

In the end, the subcommittee recommended a compromise position in which smaller, more frequent major subdivisions are managed through administrative procedures and larger major subdivisions with presumably greater impacts, would go through a quasi-judicial proceeding. Additionally, the board felt that large scale subdivisions should have a buffer requirement to shield existing neighbors from new development. At their May 16, 2022 Meeting, the planning board held a public hearing and commends to the Aldermen the following:

- 1. The Planning Board hereby adopts and recommends to the Governing Board that:

The zoning amendment should be **approved and is consistent with the Town's comprehensive land use plan** because:

- The Town of Waynesville will continue to "promote smart growth in land use planning and zoning;" (Goal #1);
- The amendment will "create a range of housing opportunities and choices," (Goal #2);
- The Town will "protect and enhance Waynesville's natural resources," (Goal #3);

And that, the zoning amendment **is reasonable and in the public interest** because:

It provides a structure by which larger scale development must adhere to additional buffers and review proceedings to take into their potential impacts.

Planning Board Member _____ made a motion, seconded by _____. The motion passed unanimously.

- 2. The Planning Board hereby recommends the text amendment as presented. Planning Board member _____ made a motion, seconded by _____. The motion passed unanimously.

Susan Teas Smith, Planning Board Chair, Date

Esther Coulter, Administrative Assistant, Date



TOWN OF WAYNESVILLE

Development Services Department

PO Box 100

9 South Main Street

Waynesville, NC 28786

Phone (828) 456-8647 • Fax (828) 452-1492

www.waynesvillenc.gov

MEMORANDUM

To: The Planning Board
 From: Elizabeth Teague, Development Services Director
 Re: Planning Board Discussion on Work Items for the Coming Year
 Date: September 19, 2022

In 2021, the Planning Board took action to pursue the appointment of an ad-hoc committee for the purpose of researching and improving the Land Development Standards in response to the changes in subdivision review based on 160 D. Additionally, at the November 15, 2021 Planning Board meeting, the Board discussed areas that members would like to work on, many of which were assigned to the ad-hoc committee or which were taken up as part of the Planning Board agenda in the last year.

Below for your information is the generated list of work tasks from that discussion, as a reminder of the work this Board has taken on, as well as items that you did not get to, or may want to revisit.

Excerpt from November 15, 2021 Memo to the Planning Board:

- Conduct a Railroad Corridor Study and establish potential district guidelines to encourage infill development and re-use of properties impacted by railroad right-of-way. Note: this study could be part of a small area plan for the Frog Level and Hazelwood Business Districts.
- Establish "Gateway" areas and overlays at entrances to Waynesville along major corridors.
- Develop Planned Unit Development (PUD) standards for alternative development to adjoined townhomes – such as "tiny home" or cottage development.
- Revise/Update LDS 6 Infrastructure Standards:
 - 6.6 Town Street Classification and Design to make new street requirements more sensitive to mountain topography, and the existing Waynesville street system.
 - Revise/Update LDS 6.8 Pedestrian Standards in consideration of completed greenway feasibility studies, NCDOT projects and any updates to Town roadway classifications (LDS 6.6 above)
 - Revise/Update LDS 6.10 to lower the threshold for traffic impact analysis on local streets.
 - Align shared driveway guidelines with fire access codes.
- Clarify LDS 7 Civic Space requirements.
- Revise/Update LDS 9.3 Permitted Parking Locations to accommodate large scale parking lots
- Updates to LDS 12.5 Stormwater Ordinance Updates to stay current with NPDES Permit.
- Signage Ordinance to allow message boards as part of school signage.
- Continuation of Congregate Housing definitions (pending Homelessness Task Force rpt)
- Short Term Rentals pending Court actions and State guidance.

Since that time, other ideas have been brought forward:

- Working with the Board of Aldermen to revisit density allowances in residential districts;
- Revisit Architectural guidelines and building height requirements in residential districts;
- Electric Vehicle charging station requirements in new development.

Staff requests Board input on your priority work areas for research and possible land development standard amendments. In addition to areas mentioned above, staff is open to your ideas and suggestions for work tasks that help us implement the Goals and Action Plan of the 2035 Comprehensive Plan (attached here), and which you feel will improve the quality of life for the citizens of Waynesville. Staff will then work with you to develop a work plan for the coming year to address your priorities.

GOALS & OBJECTIVES

Six over-arching goals were developed from the previous plan, community input, and guidance from the Steering Committee and consultants. Objectives help to clarify the goals and provide a framework for policy recommendations, strategies and detailed action steps to implement the plan in Chapters 5 and 6.

Goal 1: Continue to promote smart growth principles in land use planning and zoning.

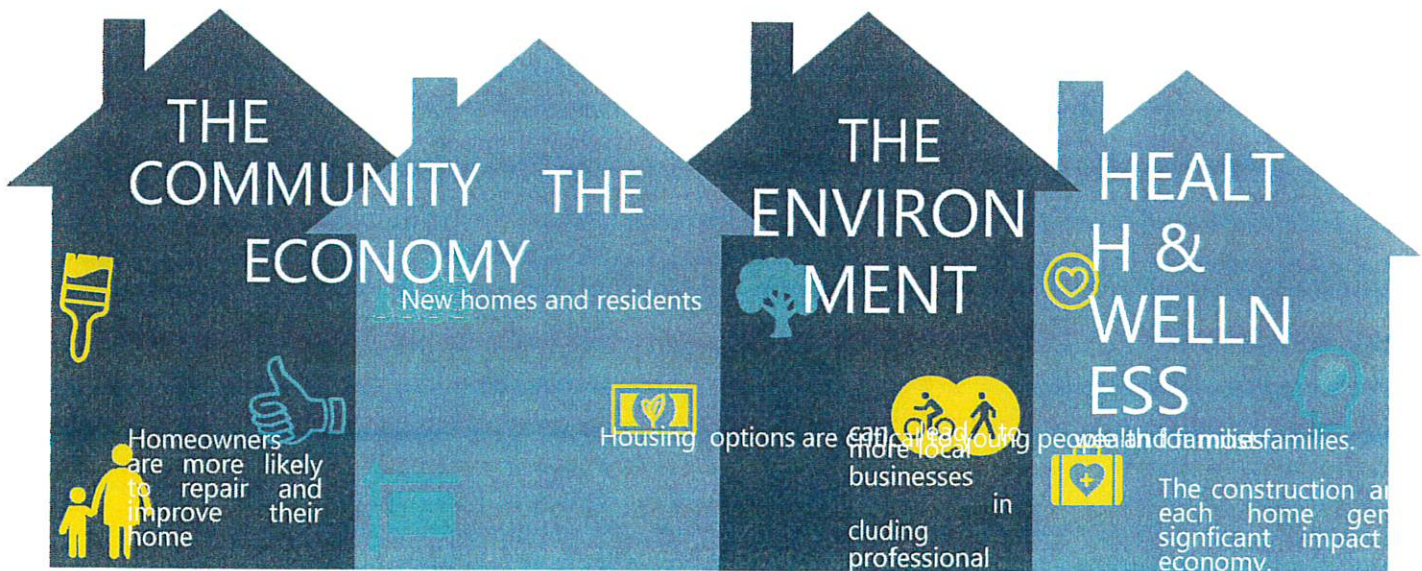
- » Create walkable and attractive neighborhoods and commercial centers.
- » Encourage infill, mixed-use and context-sensitive development.
- » Promote conservation design to preserve important natural resources.
- » Reinforce the unique character of Waynesville.

Smart growth is an approach to development that encourages a mix of building types and uses in walkable centers and prioritizes infill over urban sprawl that could have negative impacts on natural systems.

Goal 2: Create a range of housing opportunities and choices.

- » Encourage new housing inside Waynesville's city limits and Extraterritorial Jurisdiction (ETJ)
- » Promote a diverse housing stock including market rate, workforce housing and affordable options that appeal to a variety of households

HOUSING IS KEY



Goal 3: Protect and enhance Waynesville's natural resources.

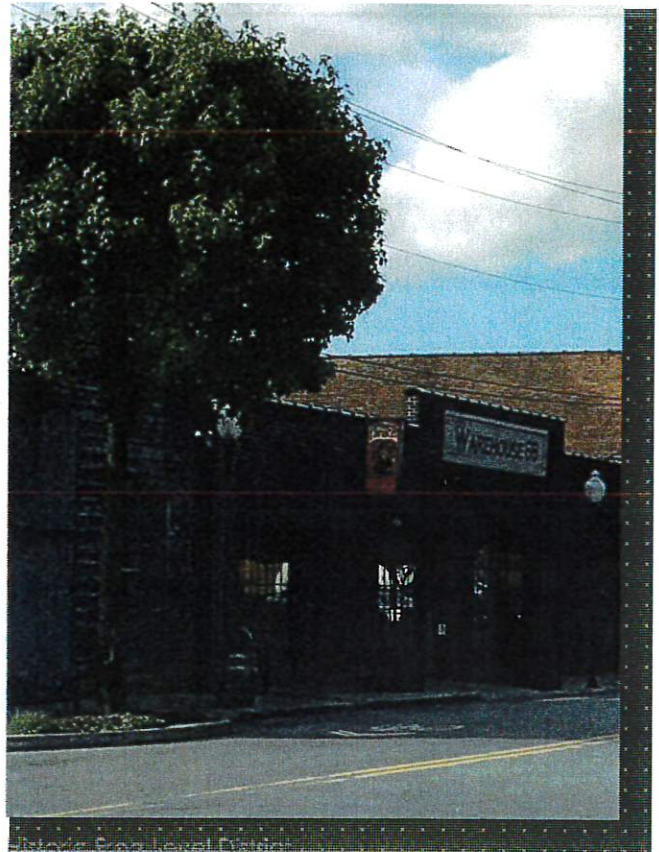
- » Conserve open space and farmland by promoting infill and encouraging development in the urbanized areas of town.
- » Protect and enhance water quality and forests.
- » Encourage park and greenway development to protect watersheds and improve access to open space.
- » Protect rural lands, iconic views and mountain vistas.
- » Continue to engage in and promote best management practices related to energy use, efficiency and waste management.

Goal 4: Protect and promote Waynesville's cultural resources.

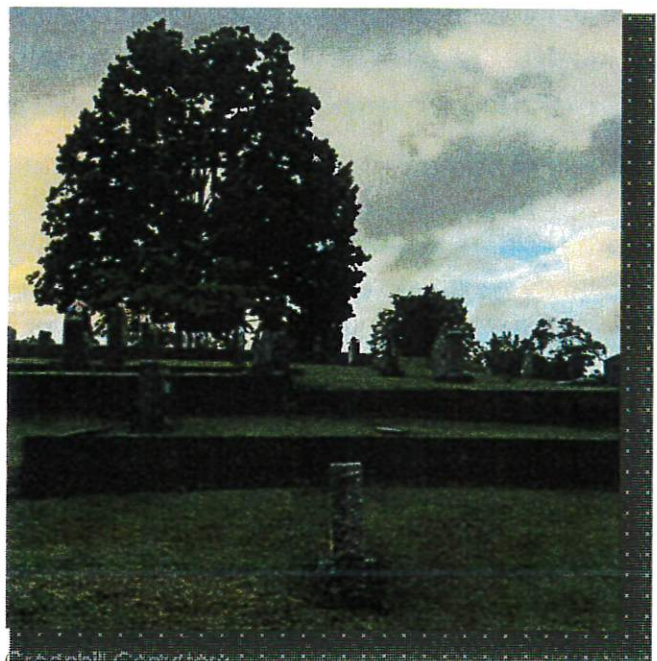
- » Invest in preservation, restoration and promotion of Waynesville's history.
- » Integrate art within the Town's public realm.
- » Encourage collaboration among local cultural and heritage organizations and artists to enrich our community with events and education.

Goal 5: Create opportunities for a sustainable economy.

- » Strengthen Waynesville's current and future workforce through education and training.
- » Promote the growth of existing local businesses and Waynesville's "maker economy."
- » Promote Waynesville's downtown districts, inns, restaurants, and reputation as the "Gateway to the Smokies."



Historic Frog Level District



Greenhill Cemetery



Historic Shelton House

- » Encourage creatively designed, mixed-use, walkable centers and commercial districts that appeal to residents and visitors.
- » Support the Town's Parks and Recreation Master Plan and develop recreational facilities and a greenway system that appeals to neighborhood and regional users.
- » Work with local agencies to address the housing shortage, promote a "living wage," and increase Waynesville's medical, health and wellness resources that serve all ages.
- » Support 21st century technology and infrastructure by broadening the availability of high-speed internet, modernizing wireless communication facilities, and promoting green building and the use of solar and wind technologies.

Goal 6: Create an attractive, safe and multi-modal transportation system.

- » Provide an interconnected transportation network of roadways, greenways, freight mobility, bicycle routes, and sidewalks that improves safety and strategic access for all users.
- » Coordinate with NCDOT on roadway improvement projects, particularly those along South Main, North Main, Russ Avenue, Pigeon Road and Dellwood Road.
- » Work with regional and local businesses and planning agencies to develop public transit opportunities that connect users to local destinations, educational centers, and jobs.
- » Support development of the Richland Creek greenway and regional greenway connections between Waynesville, Asheville and other Haywood County and Western Carolina destinations.
- » Ensure citizenry has access to recreational, health and wellness, and medical services.



4 2035 ACTION PLAN

The recommendations in Chapter 5 are distilled into discreet actionable items in this section. The proposed actions provide strategies to accomplish the community's goals and vision. The 2035 Action Plan is designed as a tool for making decisions about land use, transportation, the investment of resources and use of public funds. The Town Aldermen, Planning Board, Town departments including Development Services, Public Services, and Parks and Recreation will consult the Plan, as will those in the development community, non-profits, and regional agencies.

The success of the Comprehensive Land Use Plan will be measured in part by the application and practice of the recommendations and actions. The Town should review the action plan periodically to see if priorities still align with the community goals. That review is a time to check actions off the list and shift priorities as necessary.

AGENCIES AND PARTNERS

The Comprehensive Land Use Plan is intended to be implemented over several years during which boards, commissions, and staff may change. It is important to identify the organization taking the lead on a specific action and list the partners needed to accomplish that task. The partners may not always be governmental organizations. Business groups, major employers, non-profits and others are needed to stay on task and assist with resources. A list of agencies and abbreviations is shown in the adjacent sidebar.

It is important to note that the goals and actions outlined on the matrix on the following pages are for consideration only, and do not constitute an obligation on any organization's part to lead or even participate in any given activity.

TIME FRAME

The following action steps are assigned approximate time frames for implementation which may vary based on economic influences and other factors:

- » Ongoing: Tasks that may be implemented in a series of incremental steps or tasks that are ongoing, continuous efforts.
- » Quick Wins: Tasks that could be undertaken immediately and/or implemented within twelve months of the Plan's adoption.
- » Short-Term Opportunities: Tasks that could be initiated within 0-3 years of the Plan's adoption.
- » Medium-Term Opportunities: Tasks that are on a 2-5 years time-frame after the Plan's adoption.
- » Long-Term Opportunities: Tasks that are on a 5+ years after the Plan's adoption.

Primary Agencies

| | |
|--------|--|
| BA | Board of Alderman |
| PB | Planning Board |
| ZBA | Zoning Board of Adjustment |
| CC | Chamber of Commerce |
| DS | Development Services |
| PS | Public Services |
| PR | Parks and Recreation |
| HPC | Historic Preservation Commission |
| AC | Arts Commission |
| HC | Haywood County |
| NCDOT | NC Department of Transportation |
| HEDC | Haywood Economic Development Council |
| WHA | Waynesville Housing Authority |
| DW | Downtown Waynesville Association |
| SC | Southwestern Commission |
| LS | Land of Sky Regional Council |
| FBRMPO | French Broad Regional Metropolitan Planning Organization |
| LNGO | Local Non-governmental Organization |
| SMHP | Smoky Mountain Housing Partnership |
| HCC | Haywood County Community College |
| TDA | Tourism Development Authority |
| SC | Southwestern Commission |



| Goals | Action | Lead Agency | Timetable |
|--|---|------------------------|-------------------|
| <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Goal 1: Continue to promote smart growth</p> | <p>1. Update design requirements in the land development standards.</p> <ul style="list-style-type: none"> » Update commercial/mixed use design requirements to ensure: <ul style="list-style-type: none"> » High quality design regardless of major vs minor site plan » Adjust applicability of design guidelines for commercial, non-residential and multifamily structures and sites regardless of proximity to right of way » Designation of primary street (street that development is facing) and excluded limited access roads » Clarify transparency regulations to emphasize high degree of transparency on primary street-facing facade » Review design regulations for single family homes to ensure compliance with State statutes and equity among review types (subdivisions v individual home permits) | <p>DS, PB, BA</p> | <p>Short-term</p> |
| | <p>2. Update land development standards to encourage infill and new housing opportunities within the Town limits.</p> <ul style="list-style-type: none"> » Provide flexibility in housing type and dimensional requirements to support infill development and conservation design » Study/implement a railroad overlay district to encourage redevelopment along the railroad corridor, especially in areas with access to existing/future greenway | <p>DS, PB, BA</p> | <p>Short-term</p> |
| | <p>3. Consider updates to land development regulations and processes to promote collaboration between staff, elected officials, developers and citizens.</p> <ul style="list-style-type: none"> » Consider a legislative review process for Major Site Plans and Major Subdivisions that is not quasi-judicial. » Remove all references to Appearance Commission, and Protect Petitions. » Expand pre-submittal meeting to include the Technical Review Committee. » Require application completeness and prior to Planning Board and Alderman review. » Task ZBA with all quasi-judicial procedures: special use permits, variances, and appeals. » Update LDS to comply with statutory changes in G.S. Chapter 160D. | <p>DS, PB, ZBA, BA</p> | <p>Short-term</p> |



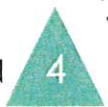
| Goals | Action | Lead Agency | Timetable |
|--|--|---------------------|------------|
| <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Goal 2: Create range of housing opportunities and choices.</p> | <p>1. Preserve and reinforce community character through updates to buffer standards and development design along gateways</p> <ul style="list-style-type: none"> » Create standards to require buffers or other acceptable site and building design along the Great Smoky Mountain Expressway to create a unified natural appearance and screen back of house functions of adjacent development, except in areas where building facades are possible » Develop context sensitive design standards for gateways that facilitate high quality development that is pedestrian-friendly, composed of high quality materials, and complimentary of the existing gateway and community character. | DS, PB, BA | Short-term |
| | <p>2. Create a range of housing opportunities and choices</p> <ul style="list-style-type: none"> » Maintain a land supply database that identifies vacant and under-utilized properties in potential infill areas for mixed use and residential development. » Consider inclusionary zoning policies and incentives in all districts within the LDS. » Support the efforts of the Realtor community in the creation of a Housing Trust Fund. » Work with other Municipalities and Haywood County to implement the Haywood County Housing strategy and monitor housing goals. | DS, HEDC, WHA, SMHP | Short-term |
| | <p>3. Create an Infill Action Plan that identifies key infill opportunities and may include:</p> <ul style="list-style-type: none"> » Conceptual design » Specific recommendations to ensure compatibility with existing development » Conversations with land owners and/or developers » Land acquisition strategies and potential partnerships to increase housing options » Begin study to determine potential uses of Town-owned properties. | DS, HEDC | Short-term |
| | <p>4. Limit extension of utilities and town services to the extent of the revised Urban Services Boundary</p> | DS, PS | Ongoing |



Goal 3: Protect and enhance natural resources

| Goals | Action | Lead Agency | Timetable |
|-------|--|-------------|--------------------------|
| | <p>1. Revisit land development regulations to improve open space/civic requirements.</p> <ul style="list-style-type: none"> » Evaluate and update open space requirements and criteria » Consider the addition of a cluster or conservation option in the land development regulations » Update development regulations to encourage the preservation of key natural features along Secondary and Rural Gateways, and to expand the Town’s Parks and Greenways system | DS, PR | Short-term |
| | <p>2. Continue to inventory and map unique natural, cul- tural and historic resources.</p> <ul style="list-style-type: none"> » Evaluate and prioritize land for conservation. See conservation suitability map on page 121. » Include cultural assets in all planning initiatives. » Update the Historic Study List in coordination with the State Historic Preservation Office. | DS, HPC | Ongoing |
| | <p>3. Maintain and improve access to parks</p> <ul style="list-style-type: none"> » Implement and update the Parks and Recreation Master Plan » Partner with Haywood County and other entities to acquire land for parks and open space » Update Pedestrian and Bicycle Plans to study where missing links in the pedestrian and greenway network can improve access » Continue neighborhood parks development (i.e. Chesnut Park, Calvary Craven Park, East Street Park, Sulphur Springs Park). | DS, PR | Long-term |
| | <p>4. Continue efforts to improve water quality</p> <ul style="list-style-type: none"> » Implement a stormwater fee to create an on-going funding source for management practices » Identify opportunities for tree planting and stream and riparian area restoration » Provide LID guidance/best practices for industrial, commercial, and residential projects » Utilize partnership with Haywood Waterways to improve public awareness and implement projects | DS, PS | Short-term & Medium-term |

| Goals | Action | Lead Agency | Timetable |
|---|--|--------------------|---------------------|
| Goal 4: Protect and promote cultural resources | 1. Integrate historic and cultural resources into town planning and development regulations <ul style="list-style-type: none"> » Study/implement opportunities for public space improvements in mixed use areas and central business districts » Promote public art and historic information <ul style="list-style-type: none"> » Include art and history installations as an option to fulfill civic space requirements in new development » Incentivize the inclusion of art and historic markers in new development » Study potential role for public art in revitalization efforts | DW, DS, PR | Medium-term |
| | 2. Study/implement gateway improvements along major corridors (i.e. streetscape improvements, lighting, pedestrian enhancements, wayfinding and signage, public art, undergrounding utilities, etc.) | DW, DS, PR | Medium to Long-term |
| Goal 5: Create opportunities for a sustainable economy | 1. Support Workforce Development and Educational programs <ul style="list-style-type: none"> » Partner with Haywood County Community College to promote the Community Health Foundation’s program to expand professional education in medical fields; and to expand HCC’s professional training, small business, and other programs. » Look for opportunities to expand Western Carolina University programs and classes in Waynesville. » Create internships and opportunities within the Town of Waynesville. | CC, TDA, HEDC, HCC | Ongoing |
| | 2. Support Growth of and recruitment of businesses in Waynesville by maintaining active participation in the Chamber of Commerce, Economic Development Committee, and the Tourism Development Authority. | CC, TDA, HEDC, HCC | Ongoing |
| | 3. Support tourism and the maker economy <ul style="list-style-type: none"> » Provide continued support of and partnership with the Downtown Waynesville Association and support activities within the Town’s Central Business Districts. » Continue implementation of Special Events policies and coordination » Review the LDS to create opportunities within the Town of Waynesville’s industrial areas and along the railroad corridor. | CC, TDA, HEDC, HCC | Ongoing |



| Goals | Action | Lead Agency | Timetable |
|--|--|--|--------------------|
| <p>Goal 6: Create an attractive, safe and multi-modal transportation system</p> | <p>1. Implement the 2010 Comprehensive Pedestrian Plan and Greenway Study.</p> <ul style="list-style-type: none"> » Continue planning and development efforts of the Richland Creek Greenway. » Develop a long-term funding approach to break the project into manageable phases and eventually connect this project to Lake Junaluska and other regional trail projects. » Waynesville can lead through vocal advocacy, financial commitments, and working with local landowners on property easements. | <p><i>PR, DS, NC-DOT, Haywood County, Property Owners, Haywood Greenways Council, Haywood Waterways Association.</i></p> | <p>On-going</p> |
| | <p>2. Support the Haywood Greenways Council</p> <ul style="list-style-type: none"> » Collaborate to develop a comprehensive greenway map for the county region » Participate in developing the Pigeon River Greenway, Hellbender Trail, and other broader regional connections. | <p><i>PR, Towns of Waynesville, Clyde, Canton, Maggie Valley, and Lake Junaluska, Haywood County.</i></p> | <p>On-going</p> |
| | <p>3. Build local and regional multimodal transportation advocacy and planning capacity</p> <ul style="list-style-type: none"> » Consider enlisting a volunteer Bicycle & Pedestrian Coordinator or dedicated staff member to organize meetings in an effort to continue a dialogue about multimodal transportation » Meet with nearby towns in the region and share successes and opportunities » Support or begin bicycle and/or pedestrian counts at key locations <ul style="list-style-type: none"> » These could be led by consultants, regional agencies and/or NCDOT » Biannual volunteer counts could be considered | <p><i>DS, Towns of Waynesville, Clyde, Canton, Maggie Valley, and Lake Junaluska, FBRMPO, HC</i></p> | <p>Medium-term</p> |
| | <p>4. Participate in regional transportation planning and NCDOT's STIP Prioritization Process</p> <ul style="list-style-type: none"> » Participate in all NCDOT STIP prioritization meetings, French Broad River MPO TCC meetings, and any other regional corridor planning efforts to make sure Town officials and residents are aware of NCDOT's roadway improvements in the area. » Advocate for multimodal infrastructure on all NCDOT projects and work to install gateway artwork or monuments in all roundabout designs. | <p><i>DS, NCDOT, French Broad River MPO, Town of Waynesville, Haywood County.</i></p> | <p>Ongoing</p> |



| Action | | Lead Agency | Timetable |
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| Goal 7: Create an attractive, safe and multi-modal transportation system | 1. Adopt a Complete Streets Policy » Include policy and make decisions about bicycle, pedestrian, and transit oriented language in LDS. » Revise LDS street design guidelines. | BA, DS, PW, NC- DOT. | Short-term (2021); Ongoing Re- view (every 2-4 years) |
| | 2. Support Haywood County Transit » Demonstrate support for Haywood County’s plan for a fixed-route bus system in the region. » Stay involved in the planning process and make sure that all bus stops will have access to a connected sidewalk system with ADA accessibility. » Coordinate with local property owners along the fixed route and host several public meetings to make sure that the bus system meets the needs of residents. » Help to fund bike racks at bus stop locations in town. | BA, DS, PW, CC, FBRMPO, Haywood County, Mountain Projects | Short-term |
| | 3. Improve safety and design of local streets » Develop a priority list of key intersections and corridors for short-term, low-cost, and scalable bicycle and pedestrian projects. » Work with community to design traffic and street improvements (protected bike lanes, bulb outs, midblock crossings, street trees, pocket parks, greenspace, etc.). | BA, FBRMPO, NC- DOT | Short-term (2020-2021); Ongoing on an annual basis (i.e. one new project per year) |
| | 4. Organize an Open Street Events » Allow non-motorized transportation to enjoy full use of a roadway segment. » Vehicular traffic can be rerouted effectively to allow Virginia Ave, Commerce St, Branner Ave, Montgomery St, or portions of Main Street to be locations for events. | BA, FBRMPO, CC | Ongoing on an annual basis |



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| <p>Goal 8: Create an attractive, safe and multi-modal transportation system</p> | <p>1. Prepare for Micro-Mobility and Autonomous Vehicles (AVs)</p> <ul style="list-style-type: none"> » Investigate experiences with bikeshare and e-scooters among peer communities. » Draft preliminary permitting processes so the Town is not caught off-guard if a company offers to provide service. » Ensure Waynesville’s Public Services Department is equipped to update and maintain sufficient traffic control devices. » Monitor emerging AV policy examples and develop language regarding AVs to include in the Code of Ordinances. | <p><i>DS, FBRMPO, Blue Ridge Bicycle Club.</i></p> | <p>Ongoing review of current trends, FHWA guidelines, and NCDOT policies</p> |
| | <p>2. Rethink Parking in Waynesville</p> <ul style="list-style-type: none"> » Study the potential for street retrofits to increase on-street parking and improve bicycle facilities » Strategically repurpose certain on-street parking spaces along key commercial corridors for streetscape improvements such as street trees, wayfinding, and bulb-outs. <ul style="list-style-type: none"> » Monitor and evaluate parking requirements. » Update Unified Development Ordinance » Conduct a downtown parking study » Create a streamlined process for businesses and property owners to install bike parking in the right-of-way (corrals on the street and single racks on the sidewalk). | <p><i>BA, DS, PW, NCDOT.</i></p> | <p>Medium-term</p> |