



AGENDA
BREVARD PLANNING BOARD - REGULAR MEETING
Tuesday, January 24, 2023 - 5:30 PM
City Council Chambers

I. Welcome

II. Introduction of Board Members

III. Certification of Quorum

IV. Approval of Agenda

V. Approval of Minutes

- a. Planning Board Minutes from December 6, 2022

VI. New Business

- a. TXT-22-014 - Brevard Music Center PDD Intermediate Modification
- b. Election of Officers
- c. Meeting Schedule

VII. Unfinished Business

- a. Comprehensive Land Use Plan

VIII. Public Comment

IX. Remarks

X. Adjourn

Agenda posted and emailed to T.Times, January 12, 2023 Janice H. Pinson, Board Clerk

To review Agenda materials, go to the City's website www.cityofbrevard.com. Select the "How Do I" tab followed by "View Agenda & Minutes" link. Agenda packet materials are posted on Friday afternoon prior to Planning Board's Tuesday evening meeting.

**MINUTES
BREVARD PLANNING BOARD SPECIAL CALLED MEETING
DECEMBER 6, 2022
CITY COUNCIL CHAMBERS**

Brevard Planning Board met for a special called meeting, Tuesday, December 6, 2022, at 5:30 PM, in Council Chambers at City Hall.

Members Present: Greg Hunter, Chair
Peter Chaveas
John Schommer
James Carli
Reid Wood, Vice Chair

Staff Present: Paul Ray, Planning Director
Aaron Bland, Assistant Planning Director
Janice H. Pinson, Board Clerk

I. Welcome

At 5:35 PM, Greg Hunter, Chair called the meeting to order.

II. Introduction of Planning Board Members

The Board introduced themselves.

III. Certification of Quorum

Chair, Greg Hunter confirmed with the Board Clerk that a quorum of the Board was present.

IV. Approval of Agenda

Motion to approve agenda R. Wood, second P. Chaveas, unanimously carried.

V. Approval of Minutes

Motion to approve November 15, 2022, minutes as presented by P. Chaveas, second J. Schommer, unanimously carried.

VI. New Business

a. Review of Draft Comprehensive Land Use Plan

Jake Petrosky, Stewart, Inc. gave a presentation of a portion of the Comprehensive Land Use Plan with the goal being for Planning Board to identify the top priorities to move forward with the plan. Mr. Petrosky's presentation is attached hereto and labeled, Exhibit "A".

The board was reminded that the plan is a long-range plan of where the city would like to be in 20 years, and for guidance in achieving goals. He explained that he would like to move forward to Council for adoption in January or February.

Staff Report including a portion of the draft plan is attached hereto and labeled, Exhibit "B".

The following is a list of topics discussed:

1. Traffic calming and how do we achieve
2. Expansion of the downtown district – room to grow downtown
3. Maps – future land use map – think about what things should be not what they are today
4. Surface parking not only taking up huge amounts of developable space but also creating areas of impervious surface that require stormwater maintenance. Stormwater maintenance is very costly. Try to deal with stormwater solutions regionally not by property. Consideration of fees for stormwater maintenance and repair.
5. Big challenge as to where do we put our cars – remembering too that the market will provide parking where it is needed.
6. Revisit building heights in the downtown district and outside the downtown area
7. Be sure to move forward with any code changes and to not take steps backward
8. Overall maximum density in GR8 could be looked at, but only make changes if it fits the neighborhood
9. Consider Form Based approach for Asheville Highway Corridor and Downtown Area
10. Recommend higher density for affordable housing units if the project meets design standards.
11. Improve processes, annexations, conditional rezonings, etc. but always with eyes wide open.
12. Consider long term liabilities of infrastructure and utilities and consider ways to pass those costs on when taking over for future maintenance and repairs.
13. Make it easier to do things where it makes sense and add flexibility.
14. Consider small area planning for activity center areas.

A deadline was set of Friday, December 23, 2022, for the Board to send comments to Staff or Mr. Petrosky. Comments should include things that the board would like to see done.

Mr. Petrosky and Staff will work together on an implementation plan to present at the next Planning Board meeting in January, as well as the completion of the plan.

VIII. Public Comment – None.

IX. Remarks –

Monica Driscoll stated that she was surprised that gentrification was not mentioned when discussing affordable housing.

J. Carli stated that there is no common agreement on the definition of gentrification.

X. Adjournment

There being no further business, J. Schommer moved to adjourn, seconded by R. Wood, carried unanimously, and the meeting adjourned at 7:50 PM.

Greg Hunter, Chair

Janice H. Pinson, Board Clerk

STAFF REPORT

Planning Board, Tuesday, January 24, 2023

Title: TXT-22-014 - Brevard Music Center PDD Intermediate Modification

Speaker: Aaron Bland

Prepared by: Aaron Bland, Asst Planning Director

Approved by: Paul Ray, Planning Director

Background

In 2017 the Brevard Music Center Planned Development District and final master plan was approved by City Council via Ordinance No. 2017-23, thereby amending the PDD as originally adopted in 2009.

The request before the Board is for an addition of a new building in the proximity of the existing Broyhill administration building on Andante Lane. The approved master plan showed an expansion of the Broyhill building but due to complexities of such an expansion, the Music Center now wishes to accommodate this expansion with a separate new structure. This new structure would be situated between the Broyhill building and Andante Lane in an area shown on the master plan for expanded parking. Therefore, in addition to the new building the existing parking area would be expanded and formalized to accommodate traffic and parking more efficiently for these two buildings. The application documents including approved and proposed site plans are included as attachments.

The Board previously approved an intermediate modification to the PDD master plan in August of 2022 for a new cabin on Quartet Lane.

Discussion

Modifications to final masterplans for PDD's fall into one of three categories: minor, intermediate, or major.

- *Minor modifications* have a negligible impact on an approved preliminary master plan. Examples include changing the spacing or species of approved landscaping plants, altering lot sizes by a few square feet, or amending utility plans. Minor modifications are reviewed, and may be approved, by the planning director.
- *Intermediate modifications* have a more substantial impact but do not completely change the application. Examples include changes in building design, residential lot configurations, or commercial driveway locations. These changes are reviewed by the Planning Board without a public hearing.
- *Major modifications* have substantial impacts to an approved preliminary master plan. Examples include changing the intensity or mix of proposed uses or significantly increasing the amount of traffic generated by a development. Major

modifications may only be authorized by means of a new conditional zoning ordinance as provided for in this chapter.

The Planning Director has determined this change to be an intermediate modification, thus the Planning Board is the approving authority.

Policy Analysis

Staff believes that an additional admin building instead of an addition to the Broyhill building does not interfere with the original spirit and intent of the previously approved masterplan and list of conditions.

The 2015 Comprehensive Plan's Arts & Culture element speaks to supporting arts and culture organizations:

OBJECTIVE 1.5: Additional partnerships with Brevard's music, arts, culture, and outdoor recreation groups and organizations.

POLICY 1.5.A: Prioritize financial support to organizations and events that celebrate Brevard and Transylvania County's artistic and musical heritage, and natural and recreational assets.

Fiscal Impact

None.

Recommendation

The Board's role is to approve, approve with changes, or deny, the requested modification. The Board has the following action options:

1. Approve the request as presented.
2. Approve the request with modifications.
3. Deny the request.
4. Continue for no more than 30 days for additional consideration.

Staff believes the proposed modification is in line with the spirit and intent of the original approved masterplan and list of conditions of the PDD ordinance, that the proposed modification will have a positive impact on the quality of the project, and will result in no negative impacts to the community at large. Therefore, Staff recommends approval of the modification as presented.

Attachments:

1. Application Materials
2. Existing Master Plan Site Area
3. Proposed New Master Plan Site Area

**City of Brevard, North Carolina
BREVARD PLANNING BOARD**

Application for Modification to PDD

Text Amendment Case/File Number: # _____

APPLICANT

Name Keith Arbogast

Address 349 Andante Lane

City/State/Zip Code Brevard NC 28712

Telephone Number 828-862-2111 Email Address Karbogasat@brevardmusic.org

PLANNED DEVELOPMENT DISTRICT

PDD number to be amended 2009-11

Parcel Identification Number(s) 8576-74-4245, 8576-83-8498, 8576-84-0844, 8576-85-5682, 8576-93-0456, 8586-03-5319, 8586-03-9493, 8586-04-6553, 8586-13-0237, 8586-13-3988, 8586-14-5643, 8586-15-5130

Parcel Address 349 Andante Lane Brevard NC 28712

Property Owner(s) Brevard Music Center

Mailing Address 349 Andante Lane Brevard NC 28712

Describe the requested modification. Please provide details or scope of work and/or the proposed text changes to the Planned Development District Ordinance and Preliminary/Master Plan:

We are requesting an intermediate modification to the current master plan in the vicinity of the Broyhill Administration Building (Labeled as Building #4). Our proposed plan occupies the general area shown on the approved master plan but, due to the complexities of trying to expand the existing administration building (Broyhill), the choice has been made to accommodate the expansion with a new structure. _____

The new structure will be situated between Andante Lane and the existing Broyhill administration building in an area shown as expanded parking on the current plan. In addition, the parking and access to the new and existing administration buildings will be formalized to more efficiently accommodate visitors. _____

Following must be included with Application:

1. _____ Existing City Text Language
2. _____ Proposed Text Language
3. x Existing Preliminary/Master Plan
4. x Proposed Preliminary/Master Plan
5. x Application filing fee - \$500

Signature of Applicant

828-243-6604 / Matt@FuscoLA.com

Signature of Agent (if different than Applicant)

12/02/2022

Date

.....
For Office Use Only

DETERMINATION OF PROPOSED MODIFICATION

NOTE: Section 16.8.E.4 The ordinance creating the PD district may specify the circumstances for determining whether a proposed change is intermediate or major, which provisions shall control over any contrary provision in the Unified Development Ordinance. If no such modifications have been made in the PD ordinance, the Planning Director shall be guided by the following definition from the Unified Development Ordinance:

Minor Modifications: Have a negligible impact on an approved preliminary master plan. Examples include changing the spacing or species of approved landscaping plants, altering lot sizes by a few square feet, or amending utility plans. Minor modifications are reviewed, and may be approved, by the planning director.

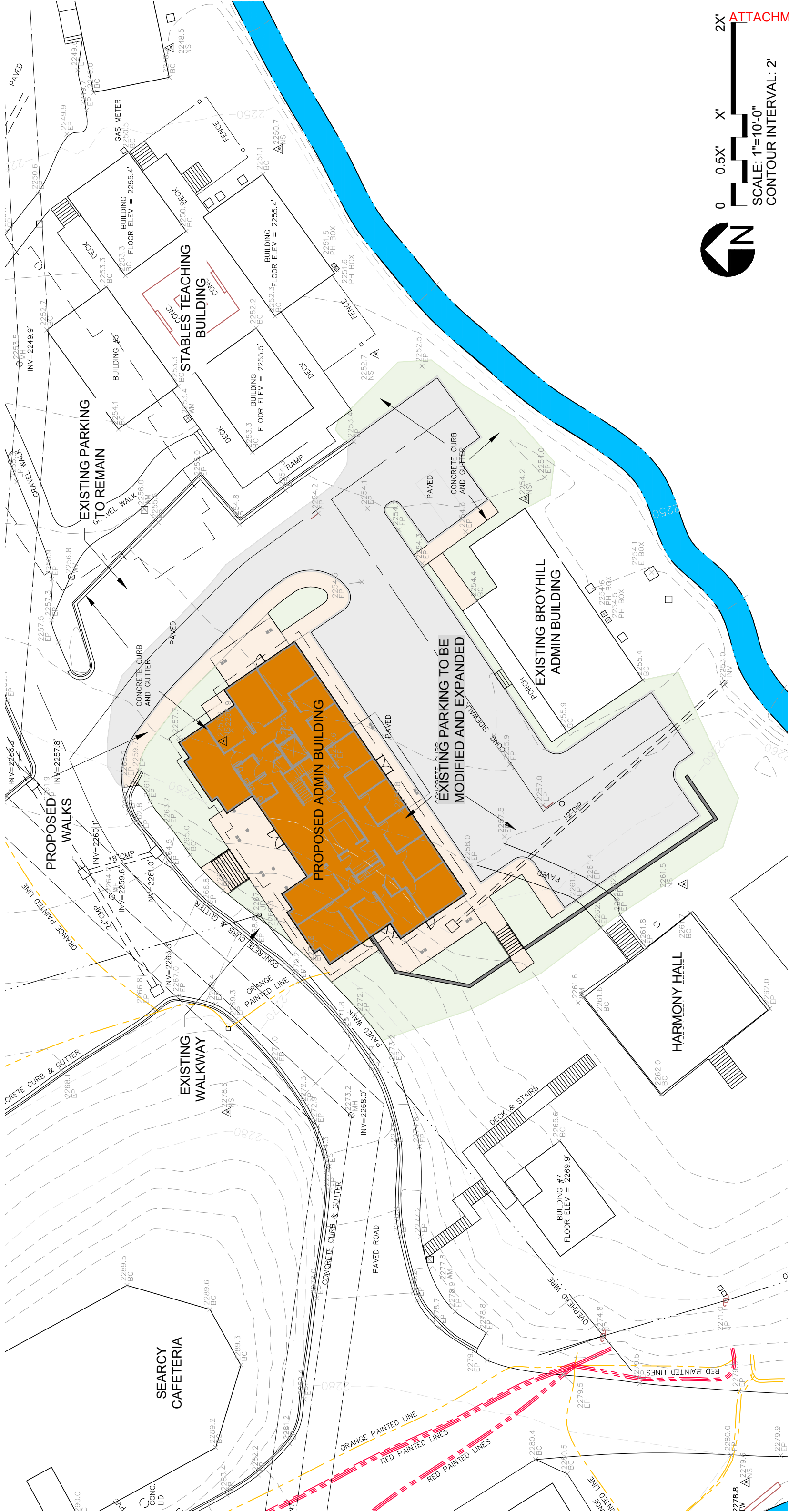
Intermediate Modifications: Have a more substantial impact but do not completely change the application. Examples include changes in building design, residential lot configurations, or commercial driveway locations. These changes are reviewed by the Planning Board without a public hearing.

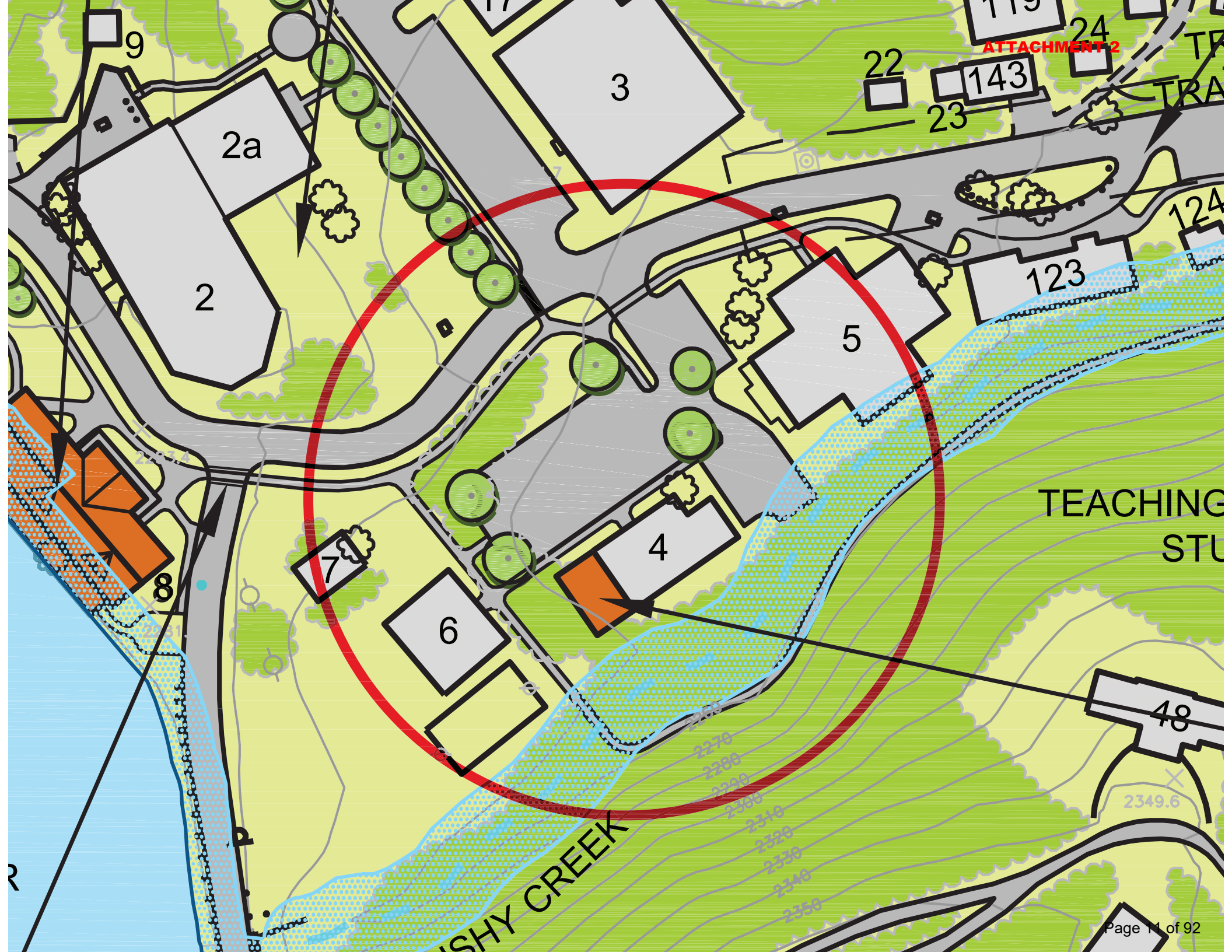
Major Modifications: Have substantial impacts to an approved preliminary master plan. Examples include changing the intensity or mix of proposed uses or significantly increasing the amount of traffic generated by a development. Major modifications may only be authorized by means of a new conditional zoning ordinance as provided for in this chapter.

Signature of Planning Director

Text Amendment Request to be heard by TRC on: _____

Text Amendment Request to be heard by BPB on: _____





ATTACHMENT 2

TEACHING
STU

SHY CREEK





BREVARD PLANNING BOARD

2023 MEETING SCHEDULE

MEETINGS ARE HELD THE FOURTH TUESDAY OF EACH MONTH

Date	Time	Type	Location
January 24, 2023	5:30 PM	Regular Meeting	Council Chambers
February 28, 2023	5:30 PM	Regular Meeting	Council Chambers
March 28, 2023	5:30 PM	Regular Meeting	Council Chambers
April 25, 2023	5:30 PM	Regular Meeting	Council Chambers
May 23, 2023	5:30 PM	Regular Meeting	Council Chambers
June 27, 2023	5:30 PM	Regular Meeting	Council Chambers
July 25, 2023	5:30 PM	Customary to cancel	Council Chambers
August 22, 2023	5:30 PM	Regular Meeting	Council Chambers
September 26, 2023	5:30 PM	Regular Meeting	Council Chambers
October 24, 2023	5:30 PM	Regular Meeting	Council Chambers
November 28, 2023	5:30 PM	Regular Meeting	Council Chambers
December 26, 2023	5:30 PM	Regular Meeting	Council Chambers

Adopted: _____

Distribution: Posted on website, Bulletin Board, J. Pinson, Clerk to Board

STAFF REPORT

Planning Board, Tuesday, January 24, 2023

Title: Comprehensive Land Use Plan

Speaker: Emily Brewer, AICP, Senior Planner
Jake Petrosky, AICP, Transportation & Planning Director,
Stewart Inc.

Prepared by: Emily Brewer, Planner/Assistant Zoning Administrator

Approved by: Paul Ray, Planning Director

Background

In November of 2021, City Council authorized the City to enter into a contract with Stewart Inc., a planning consulting firm, to update and merge the City's 2002 Land Use Plan and 2015 Comprehensive Plan into a single Comprehensive Land Use Plan. Since that time, City Staff has been working with staff from Stewart Inc. to begin the plan making process.

The Planning Board serves as the Steering Committee for this project and has discussed the plan, its goals, and the future land use map at multiple meetings throughout 2022. Most recently, the Board reviewed a draft of the first two chapters at the special called meeting on December 6, 2022.

Discussion

The 2030 Comprehensive Land Use Plan has been organized into five chapters:

1. Introduction
2. Goals & Recommendations
3. Community Engagement
4. Implementation
5. Appendices

Jake Petrosky from Stewart Inc. will be at the meeting to give an overview and facilitate discussion of the complete draft plan, which are included as Attachment 1 and 2.

- Chapter 1 provides information on what the plan is, how to use it, previous planning efforts, and existing conditions in Brevard.
- Chapter 2 focuses on actionable elements and includes overarching goals, the future land use map, character areas descriptions, recommendations, and strategies.
- Chapter 3 summarizes the community engagement activities and key findings.
- Chapter 4 outlines action steps derived from the recommendations in Chapter 2, highlighting the resources required and the timeframe for implementation.

- Chapter 5 provides details of the presentations given and comments received. For ease of review, this chapter is not included in the attachments. The chapter can be found at <https://file.ac/QaqkQ1px7Qk/>

Policy Analysis

Chapter 160D of the North Carolina General Statutes states that “a local government shall adopt and reasonably maintain a comprehensive plan.” The UNC School of Government suggests factors in determining reasonableness based on growth rate and other factors, but professional practice calls for these plans to be updated every 5-10-years. Based on this, the 2015 Comprehensive Plan is nearing time for an update and the 2002 Future Land Use Plan is quite outdated.

These previous planning documents addressed many of the same topics, such as livable communities, economic development, and environmental health, but needed to be refined to reflect Brevard’s ever-changing urban fabric and the evolving needs of its community. By adopting a revised Comprehensive Land Use Plan, the City is better equipped to serve the community over the next 7 years, in addition to fulfilling its statutory requirements.

Recommendation

Ultimately, the Board’s role is to make a recommendation to City Council. The Board has the following options in this role:

1. Recommend adoption of the Comprehensive Land Use Plan as written;
2. Recommend adoption of the Plan as revised by the Board; or
3. Recommend rejection of the Plan.
4. Table the Plan for further consideration.

In accordance with North Carolina General Statutes, the Planning Board must also submit a statement analyzing the consistency and reasonableness of this proposal with regards to existing policies or plans of the City of Brevard. A Statement of Consistency and Reasonableness is included for the Board’s review (Attachment 2).

Attachments:

1. Brevard Comprehensive Land Use Plan Draft
2. Consistency Statement



BUILDING BREVARD

2030 COMPREHENSIVE LAND USE PLAN



DRAFT
January 20, 2023



The City of
Brevard
North Carolina



ACKNOWLEDGMENTS

City Manager

Wilson Hooper

City Clerk

Denise Hodsdon

Town Board

Maureen Copelof, Mayor

Gary Daniel, Mayor Pro Tempore

Aaron Baker

Geraldine Dinkins

Maurice Jones

Mac Morrow

Planning Board

Greg Hunter, Chair

Reid Wood, Vice Chair

Molly Jenkins

John Schommer

James Carli

Peter Chaveas

Department Heads

Dean Luebbe, Assistant City Manager / Finance Director

Robert Cooper, Fire Chief

Kelley Craig, Human Resources Director

C. Thomas Jordan, Chief of Police

Wesley Shook, Interim Public Works Director

Emory G. Owen, Wastewater Operator in Charge

Dennis Richardson, Water Treatment Operator in Charge

Paul Ray, Planning Director

Tyree Griffin, Community Center Director

Planning Department Staff

Aaron Bland, Assistant Planning Director

Emily Brewer, Senior Planner

Katherine Buzby, Planner

Janice Pinson, Administrative Services Manager

Special Thanks

Special thanks to the citizens that participated in the development of the plan by taking the survey and attending the public meetings. Also thank you to the Planning Board for serving as the steering committee for the plan.



STEWART



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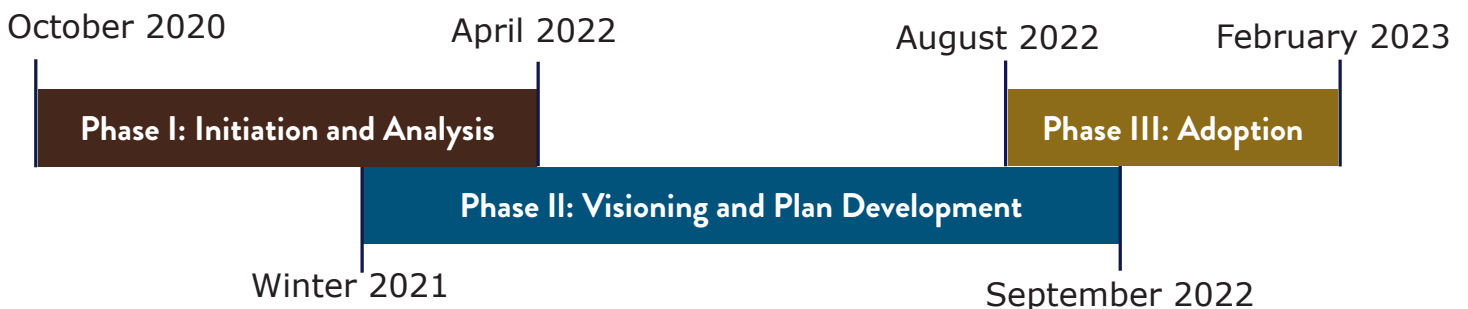
INTRODUCTION



THE COMPREHENSIVE LAND USE PLAN

The Comprehensive Land Use Plan is an essential tool for guiding the City of Brevard's growth and development in a way that reflects the community it serves. The 2030 Comprehensive Land Use Plan is a guide for the next ten-to-twenty years. Initiated in the autumn of 2020, the comprehensive planning process included community and stakeholder engagement, geographic data analysis, and a synthesis of goals and recommendations for the City of Brevard. The Covid-19 pandemic delayed the project during the first year, but the process was restarted in the winter of 2021. A major component of the Comprehensive Plan is the Future Land Use Map, which helps to illustrate a desired pattern of growth for the City and its extraterritorial jurisdiction (ETJ).

PROJECT SCHEDULE



Why Plan?

The Comprehensive Plan is an opportunity for a community to assess its current condition, identify its goals for the future, and chart a path forward to achieve those goals. It is also a State-required document for enacting or enforcing zoning in North Carolina.

This plan replaces the City of Brevard's 2015 Comprehensive Plan and the 2002 Land Use Plan. The updated Plan will serve as guidance for planning and land use decisions in the City of Brevard and its extra-territorial jurisdiction (ETJ).

The Process

The fourteen-month plan development process included substantial community engagement paired with in-depth analysis of existing conditions in the City. The project team, consisting of Planning Department staff and a consulting team, conducted demographic research, geospatial analysis, and reviewed

existing planning documents. To further shape a set of goals for the City of Brevard's future, the team sought input from stakeholders, members of the public, City staff, and elected and appointed boards. The input and analyses led to a series of draft goals and recommendations, which were presented to the public and stakeholders for additional feedback. The adopted plan is a culmination of all these activities.

Engagement

Community engagement was a key element of this plan. Outreach included stakeholder interviews, four public meetings in different locations, two surveys, and conversations with many city leaders, residents, and business owners across the City. Project announcements were made to the public using traditional and social media as well as flyers distributed around town. A summary of public engagement is available in Chapter Three.

What is a Comprehensive Plan?



A STATE REQUIREMENT

North Carolina's General Statutes require all jurisdictions to have a current Comprehensive Plan to guide future development.



DEVELOPMENT GUIDANCE

Comprehensive Plans set guidance for location and intensity of certain types of development, which guides decision making for County staff, elected officials, and appointed boards.



A LONG-RANGE PLAN

Comprehensive Plans look 10-20 years in the future and make projections based on past trends and data.



POLICY, NOT REGULATION

The Comprehensive Plan is a policy document, meaning it influences decision-making as opposed to dictating requirements. It is not a rezoning of the County.

Plan Organization

The Comprehensive Plan consists of five chapters. The first chapter provides an introduction to the comprehensive planning process as well as an introduction to the City of Brevard. It highlights existing conditions data and early analysis, setting the stage for subsequent chapters.

Chapter 2 focuses on actionable elements of the Plan that will be referenced on a regular basis, including goals, the Future Land Use Map, Future Land Use Character Areas, and recommendations. Recommendations are organized in four topic areas: land use and housing; active transportation and community health; parks, natural resources, and cultural resources; and economic development, infrastructure, and resiliency.

Chapter 3 documents highlights of community engagement and input received during the planning process. Chapter 4 provides key strategies for implementation of recommendations, including expected timeframes, responsible parties, and performance indicators. Chapter 5 includes appendices, which provide additional background information, detailed analyses, and raw data that may be useful to supplement elements of the Plan as necessary.

How to Use This Plan

Brevard's 2030 Comprehensive Land Use Plan will serve as a strategic guide for land use, infrastructure, and programming decisions for the City and its ETJ. The Future Land Use Map and accompanying character area descriptions should be referenced by decision-makers, including City staff, Planning Board, and the Board of Commissioners, in rezoning cases and development proposals. The complete set of recommendations should be used by City leadership and staff to craft a strategic work plan.

This plan should also serve as guidance for investors and the general public when making land acquisition and development decisions. Although the Plan is only a guide, it should lower the risk of unexpected land use changes in the City's jurisdiction.



LAND USE AND HOUSING



ACTIVE TRANSPORTATION & COMMUNITY HEALTH



PARKS, NATURAL & CULTURAL RESOURCES



ECONOMIC DEVELOPMENT, INFRASTRUCTURE & RESILIENCY

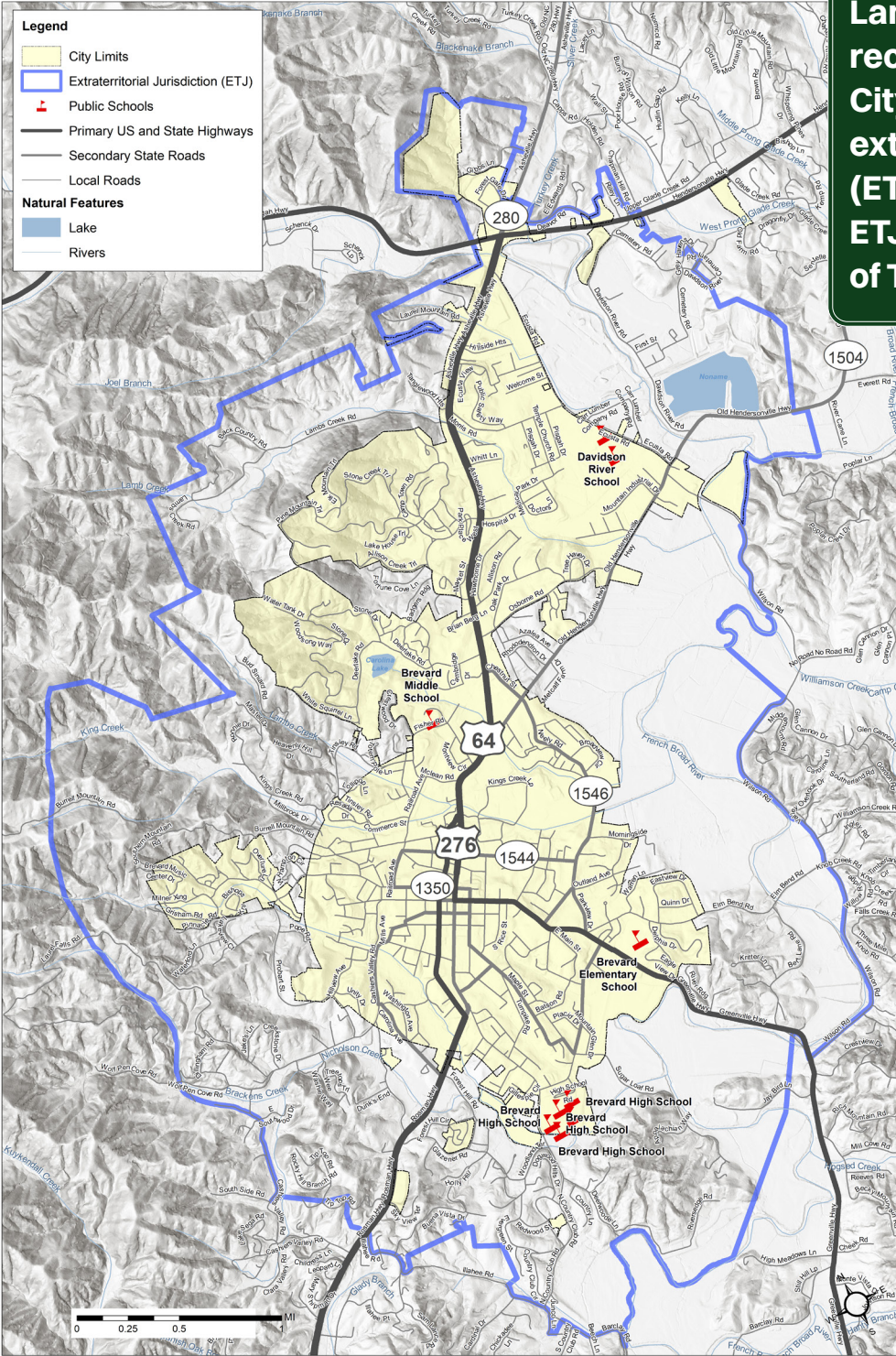
Plan Updates

The Comprehensive Plan should be updated every five-to-seven years to remain relevant. In particular, the Future Land Use Map may need to reflect changes in infrastructure, rezonings, and direction from City leadership.

Best practices in urban planning are always evolving and recommendations are interrelated. As the City changes over time, design, development, operations, and maintenance are all critical elements to preserving the integrity of the built and natural environment. Current best practices are an important part of this Plan, but strategies should continually be reexamined and updated to maintain relevance over time.

STUDY AREA

The Comprehensive Land Use Plan will make recommendations for the City of Brevard and its extraterritorial jurisdiction (ETJ). Lands beyond the ETJ fall into the jurisdiction of Transylvania County.



PREVIOUS PLANS & STUDIES

The following are summaries of recent planning efforts, projects, and policies, many of which remain functionally relevant at the time of review.

2002 Land Use Plan

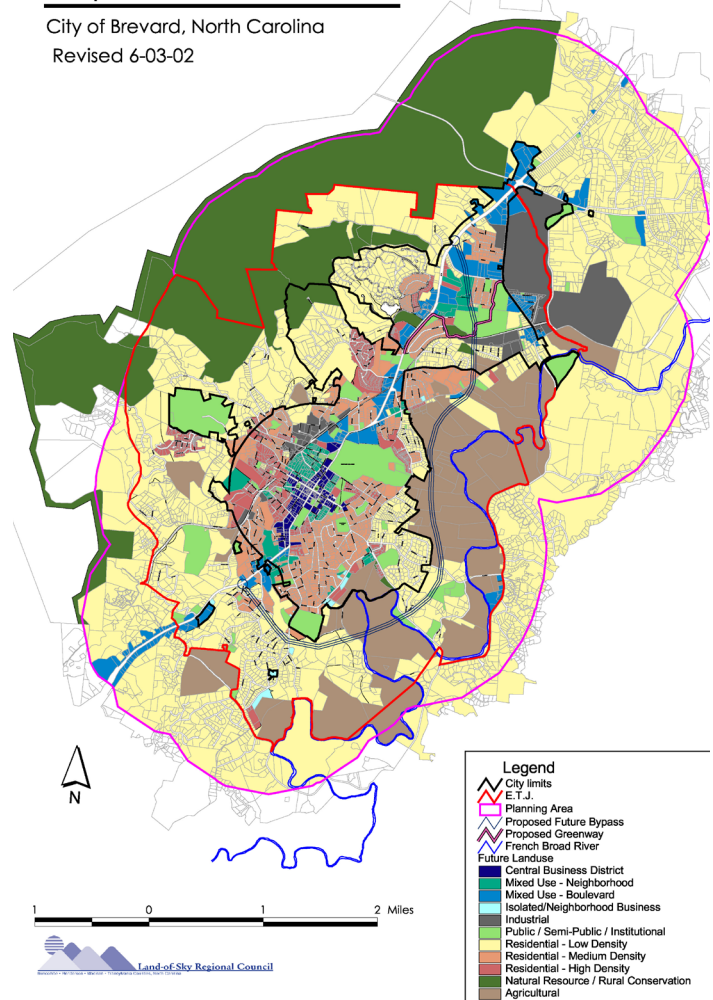
The 2002 Land Use Plan is shaped by multiple guiding principles:

- ◆ Plan for a well-designed, connected community with a traditional, friendly, mountain character.
- ◆ Reaffirm and continue to revitalize the City center.
- ◆ Develop a strong and environmentally sensitive economy supported by a prepared work force.
- ◆ Provide for quality neighborhoods and affordable places to live.
- ◆ Create a better present and future for our children and young adults.
- ◆ Enrich lives through cultural, educational, and recreational experiences.
- ◆ Practice environmental stewardship.
- ◆ Strengthen City government through partnerships with local citizens.
- ◆ Commit to investing strategically to create a sustainable tax base.

The plan framework includes elements, with recommendations and implementation strategies, for economic development; environmental quality; gateways, corridors, and downtown; cultural, educational, and recreational enrichment; transportation; housing and neighborhoods; and public safety and health. Future Land Use Categories include Central Business District; Mixed Use – Boulevard, Mixed Use – Neighborhood; Isolated/Neighborhood Business; Industrial; Public / Semi-public; Residential – Low Density; Residential – Medium Density; Residential – High Density; Natural Resource Areas / Rural Conservation; Agricultural; Floodway; and Corridor Protection Overlay.

Map IV - 1: Future Land Use

City of Brevard, North Carolina
Revised 6-03-02



2015 Comprehensive Plan

The 2015 Comp Plan is a pared-down policy plan that targets five functional elements: arts and culture; economic health; environmental health; livable community; and infrastructure. It is not in conflict with any existing plans; rather, it simplifies some of the elements of earlier plans to establish a “direction-setting” framework with clearly stated goals, objectives, and policies for each element. The 2015 Comp Plan did not include an update of the 2002 Land Use Map.

The Unified Development Ordinance of the City of Brevard

Brevard's UDO was first adopted in 2006. It established the following base districts for use as zoning categories.

- ◆ **General Residential (GR4 and GR8)**
 - » Intended for existing residential neighborhoods and new residential development
 - » GR4 Max Density: 4 du/acre; Max Ground Floor Area: 10,000 sq. ft.
 - » GR8 Max Density: 8 du /acre; Max Ground Floor Area: 8,000 sq. ft.
- ◆ **Residential Mixed-Use (RMX)**
 - » Higher density residential development in close proximity (within ½—¼ mile) to existing and planned commercial centers
 - » Max Density: 15 du /acre; Max Ground Floor Area (single family and duplex): 8,000 sq. ft. Max Ground Floor Area (multifamily and non-residential): 25,000 sq. ft.
- ◆ **Neighborhood Mixed-Use (NMX)**
 - » Coded to provide pedestrian-scaled, higher density residential homes and opportunities for limited scale commercial activities along existing mixed-use corridors and new neighborhoods
 - » Max Density: 25 du /acre; Max Ground Floor Area 30,000 sq. ft.
- ◆ **Downtown Mixed-Use (DMX)**
 - » Traditional downtown area
 - » Max Density: None; Max Ground Floor Area 25,000 sq. ft.
- ◆ **Corridor Mixed-Use (CMX)**
 - » Convenient access, minimize traffic congestion, and reduce the visual impact of auto-oriented uses along the city's major thoroughfares.
 - » Max Density: 40 du /acre; Max Ground Floor Area 50,000 sq. ft.

- ◆ **Institutional Campus (IC)**
 - » Academic and religious campuses, as well as government and health-care facilities.
 - » Max density of 12 du /acre; Max Ground Floor 100,000 sq. ft.
- ◆ **General Industrial (GI)**
 - » General industrial land uses and a broader variety of operations, including manufacturing, processing, and assembling of parts and products and distribution of products at wholesale or retail
 - » Max Ground Floor 100,000 sq. ft.

The UDO authorizes the use of Conditional Zoning Districts in each of the above districts to allow for flexibility and create potential incentives to developers. "In return for greater flexibility in site design requirements, conditional zoning districts are expected to deliver exceptional quality community designs that preserve critical environmental resources, provide above-average open space amenities, incorporate creative design in the layout of buildings, open space and circulation; assure compatibility with surrounding land uses and neighborhood character; and provide greater efficiency in the layout and provision of roads, utilities, and other infrastructure." Mixed uses are encouraged in Conditional Zoning Districts.

The UDO includes three overlay districts:

- ◆ **Manufactured Home Overlay District (MHD):** allows manufactured homes by right
- ◆ **Highway 64 Corridor Sign Overlay District:** sign standards for Highway 64 corridor
- ◆ **Downtown Development Overlay District:** community character; human-scaled, pedestrian-friendly environment.

Additionally, Brevard's UDO includes:

- ◆ Some form-based development criteria (Chapter 5)
- ◆ Stormwater management, steep-slope requirements, erosion control, and surface water projection (Chapter 6)
- ◆ Dedicated open space requirements (Chapter 7)
 - » Residential and mixed-use developments with more than eight total units are required to dedicate open space.
 - » An Open Space Dedication Matrix is used to identify the amount of required open space based on the number of proposed bedrooms.
 - » Increases in density are encouraged alongside increases in dedicated open space.
 - » Residential development in the Downtown and Neighborhood Mixed Use Districts are exempt from Open Space provisions.
- ◆ Landscaping requirements and tree protection (Chapter 8)
- ◆ Circulation and connectivity (Chapter 9)
- ◆ Parking, lighting, signs (Chapters 10, 11, 12)
 - » Non-residential uses in the Downtown Mixed-Use District and Railroad Avenue Neighborhood Mixed-Use District are exempt from minimum parking requirements.
 - » One bicycle parking space (minimum of a 4-bicycle rack) is required for every 20 parking spaces
- ◆ Infrastructure improvement requirements (Chapter 13)

Downtown Master Plan (2021)

Brevard's Downtown Master Plan includes four focus areas:

- ◆ Wellness, Connectivity, & Culture
- ◆ Economic Vitality & Commerce
- ◆ Business District Owners
- ◆ Municipal Infrastructure, Safety, & Development

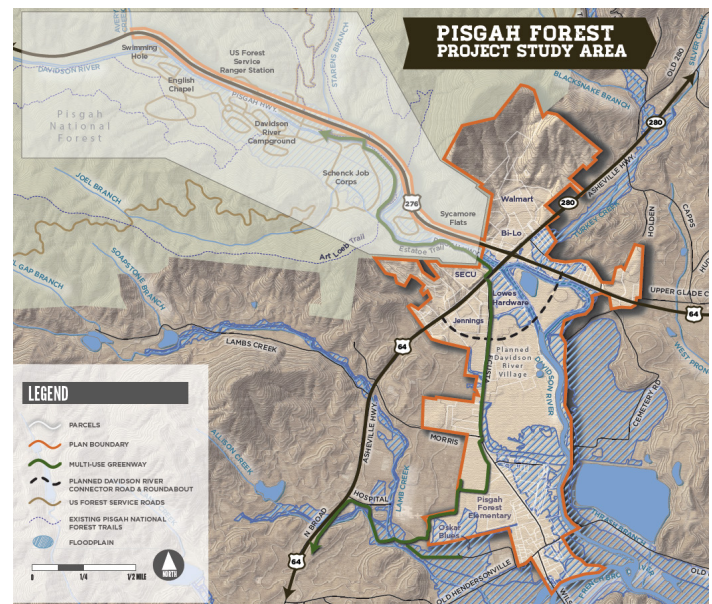
The goals of the Plan are to reinforce identity; enhance mobility, accessibility, and safety; improve the pedestrian experience; and promote economic vitality. Incremental implementation strategies focus

on gateway corridors, parking, bike boulevards, alleys/connectors, streetscape, loading zones, and landscape management.

Pisgah Forest Small Area Plan (2016)

The Pisgah Forest Small Area plan centers on the intersection of NC280, US 276, and US 64, which is characterized as having poor traffic flow with significant pedestrian activity that is generally unsafe. The area is attractive to businesses catering to visitors to Brevard, particularly those on their way to Pisgah National Forest. Major projects include the Ecusta Rail Trail (moving forward) and the Davidson River Village, which stalled in part due to the economic downturn of 2008.

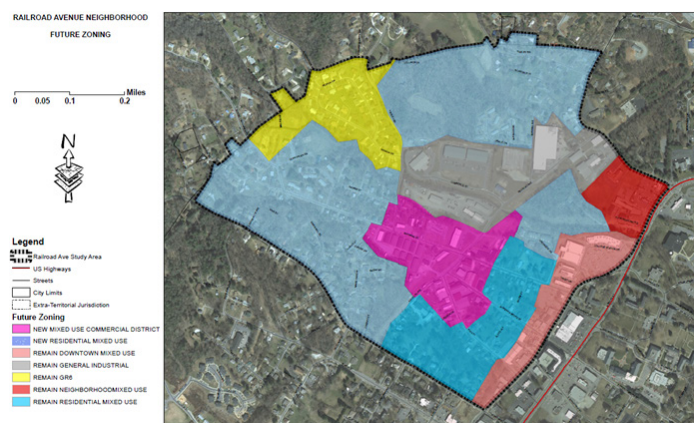
The primary goal of the plan is encourage quality development in the Pisgah Forest area that accommodates but de-emphasizes vehicles. Medium-term goals include reducing congestion, improving intersection safety, expanding and creating new safe bicycle and pedestrian connections, and encouraging compatible clusters of industry in the area. Long-term goals are to encourage mixed-use infill development, establish a bold gateway for both the National Forest and City of Brevard, and create a complete bike and pedestrian system of connector



trails. Although this plan was never formally adopted by City Council, parts of the plan are being implemented as part of planned roadway improvements.

Railroad Avenue Community Plan (2014)

The Railroad Avenue Community Plan focuses on an area of the city that was once an important business and warehousing district. Recently, the area has experienced an upswing in investment, and the community is changing. Although the plan was not adopted by City Council it outlines major challenges including public infrastructure, including streets, sidewalks, and underground utilities, which is some of the oldest in the City. Actions to be taken by the City are organized in the following areas: infrastructure, community, economic development, land use/zoning, and the environment (natural resources).



Stormwater Master Plan (2007)

The Stormwater Master Plan seeks to improve stormwater infrastructure to mitigate urban stormwater runoff, allowing the City of Brevard to handle increased volumes of stormwater runoff associated with large storm events. It also aims to identify opportunities for improving the quality of the urban stormwater runoff before it leaves the storm sewers and discharges into the area's streams.

The Plan includes a stormwater conveyance inventory; culvert capacity analyses for Lamb Creek, Norton Creek, and Jumping Branch; capital improvement recommendations for Lamb Creek, Norton Creek, and Jumping Branch, including a stream restoration and linear stormwater park for Norton Creek; and ordinance recommendations for stormwater management.

Blue Zones Project

Brevard was selected as a Blue Zone city in 2019. Per its website, the Blue Zones Project is “a community-wide, evidence-based approach to improve health and well-being in making healthier choices easier for everyone.” In Brevard, the project is sponsored by Pisgah Health Foundation.

Alongside programs that work directly with employers, schools, restaurants, grocery stores, and faith-based organizations, Blue Zones Project includes working on community policy as a major focus area “to inspire positive changes to policy and built environment.”

The Blue Zone affordable housing committee set a 5-year goal of adding 200 affordable/workforce housing units (defined as under 120% AMI (household income of \$66,754 or less), and a 10-year goal of an additional 200 affordable/workforce housing units.

Transylvania County / City of Brevard Parks and Recreation Master Plan (2016)

The Transylvania County / Brevard City Parks and Rec Master Plan offers a thorough assessment of park facilities in both jurisdictions as well as recommendations for future investments. Generally, the Plan tends to focus on improvement of existing facilities and programs, recognizing strong park usage by residents



alongside concern by the authors about aging facilities and general maintenance.

The Plan highlights Bracken Mountain, the Brevard Greenway System, Franklin Park, and Silvermont (County park in City limits) as examples of meeting today's standards for high quality parks. The City of Brevard does not have a separate Parks Department, but it does staff two positions for park maintenance. The City also does not offer any recreation programs except for special events held in downtown Brevard.

Transylvania County Comprehensive Transportation Plan (CTP)

The County's CTP (draft from September 2021) identifies multiple transportation improvements for a variety of modes in and around the City of Brevard.

Highway Recommendations include modernization improvements on Ecusta Road, Old Hendersonville Highway (SR 1504), Wilson Road (SR 1540), Neely Road, Gallimore Road, and North County Club Road. Caldwell Street north and south of Main Street is in need access management and congestion/mobility improvements, and the Cashiers Valley / Railroad Ave corridor is highlighted with some potential road connections and as a safety / economic development project. Several intersections have also been identified for improvement, including the major 276/64 Junction at Pisgah Forest.

Bicycle and pedestrian recommendations include numerous proposed improvements across the City, and transit recommendations include proposed regional bus corridor with service to Pisgah Forest, and a rural fixed bus route with connecting service from Pisgah Forest to downtown Brevard and beyond.

Transylvania County Bicycle Plan (2019)

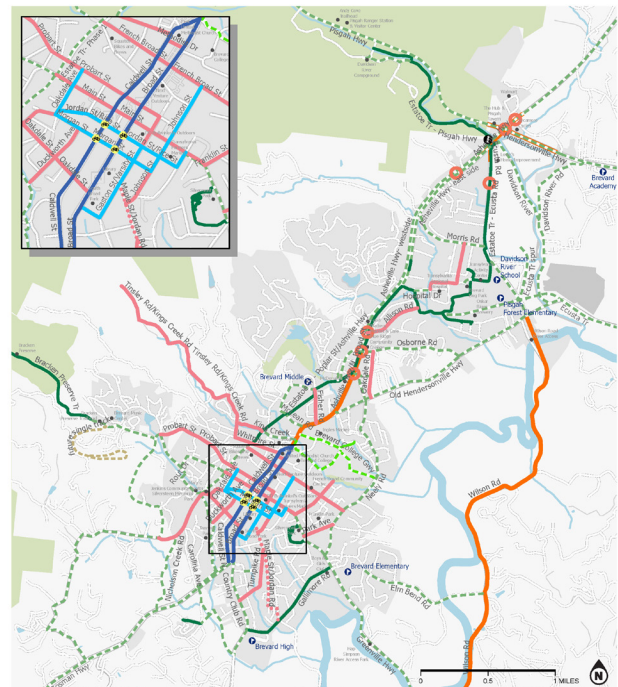
The Transylvania County Bike Plan provides detailed recommendations for facilities, policies, programs, and

implementation throughout the County. The plan's vision is to have "an interconnected network of paved paths, bike lanes, and other bike infrastructure that will provide greater safety, health, connectivity, and alternative transportation routes between communities and destinations in Transylvania County and throughout the region." The Plan recognizes Brevard's Greenway as "one of the highlights of the existing bicycle network", and many of the recommendations use Brevard as a hub for regional bike connections.

Brevard Pedestrian and Bicycle Plan (2023)

This plan establishes a vision that "Brevard will be a premier destination for biking and walking, with a safe and expansive network of bicycle and pedestrian facilities connecting the city to the surrounding outdoor recreation and cultural destinations."

The pedestrian and bicycle plan documents the past and current support for a walk- and bicycle-friendly Brevard and highlights the current conditions impacting walking and bicycling in the city today. It features policy, program, and infrastructure recommendations that seek to improve conditions for walking and bicycling.



EXISTING CONDITIONS HIGHLIGHTS

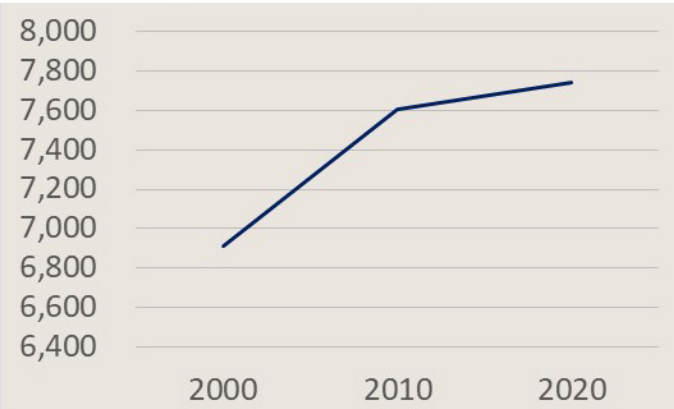
Demographics

According to the 2020 Census, Brevard's population was 7,744. Brevard has experienced greater than twelve percent growth in population over the past twenty years (2000-2020). For comparison, this is less than half the rate of growth of population in the State of North Carolina ((29.7%).

Between 2000 and 2019, the median age of Brevard grew from 45 to almost 52. Similar aging population trends are reflected in much of western North Carolina according to the NC Department of Health and Human Services.

With approximately 80 percent of the population, residents that identify as "White alone" are the majority in Brevard, and those who identify as "Black or African American alone" residents account for 8.9 percent of the population. Those who identify as 'Two or more races' account for another 6.2 percent. Asian, American Indian and Alaska Native, Native Hawaiian and Pacific Islander all combine to account for 1.5 percent. The remainder may identify as Hispanic or Latino, but the Census counts this differently due to the many different

POPULATION GROWTH



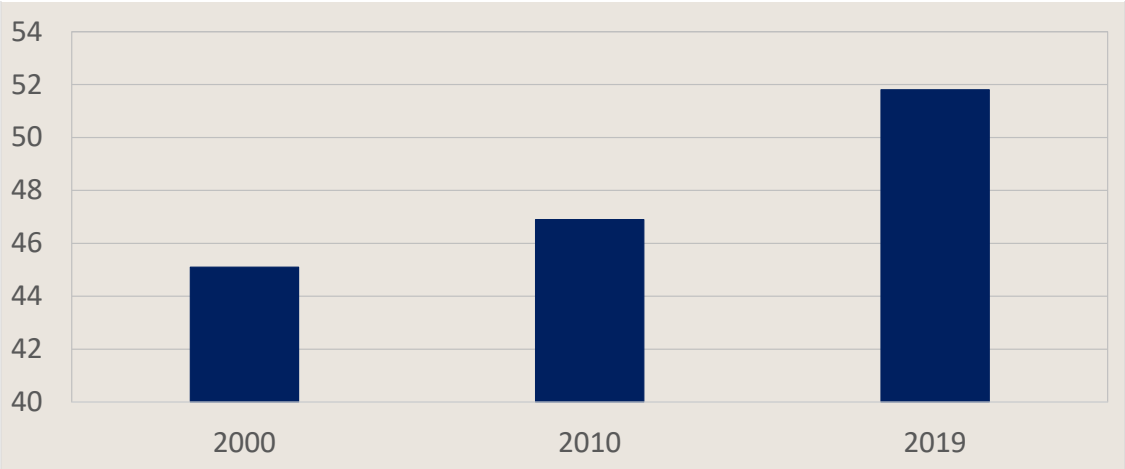
Source: Decennial Census

Latino races. From an ethnicity standpoint, 426 residents, or 5.5 percent of the population identify as Hispanic or Latino.

Income

Median household income was \$42,213 in 2019, compared to \$50,212 in Transylvania County and \$54,602 in North Carolina. The lower income may be related to higher percentages of students and retirees, but data also suggest that Brevard is missing some of the higher paying jobs associated with larger corporate entities.

MEDIAN AGE



Source: Decennial Census; 2019 American Community Survey

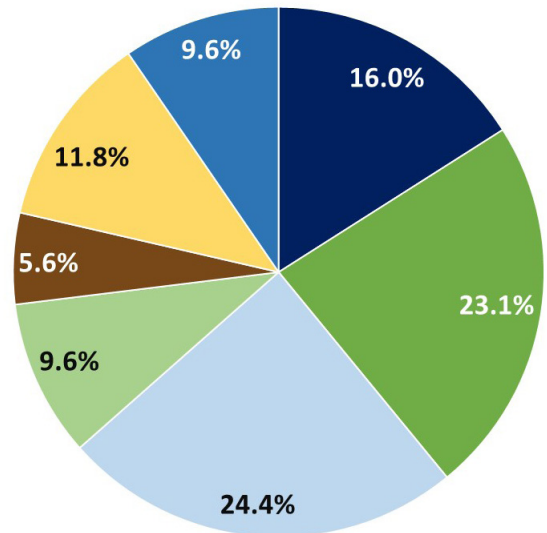
Housing

Seventy percent of the existing housing stock in Brevard is made up of single-family detached dwellings. The remaining thirty percent includes apartments, mobile homes, and townhomes, with almost half located in two-, three-, and four-unit structures.

Relative to income, housing is expensive in Brevard, where more than 47% of renters are considered cost-burdened by U.S. Department of Housing and Urban Development (HUD) standards. Purchasing a home may be difficult for young professionals and families, while demand for higher end homes and increasing speculation in short-term rentals may exacerbate the shortage of workforce and affordable housing. Cost of housing has likely been influenced by lack of supply, with relatively few new housing units having been constructed since 2010.

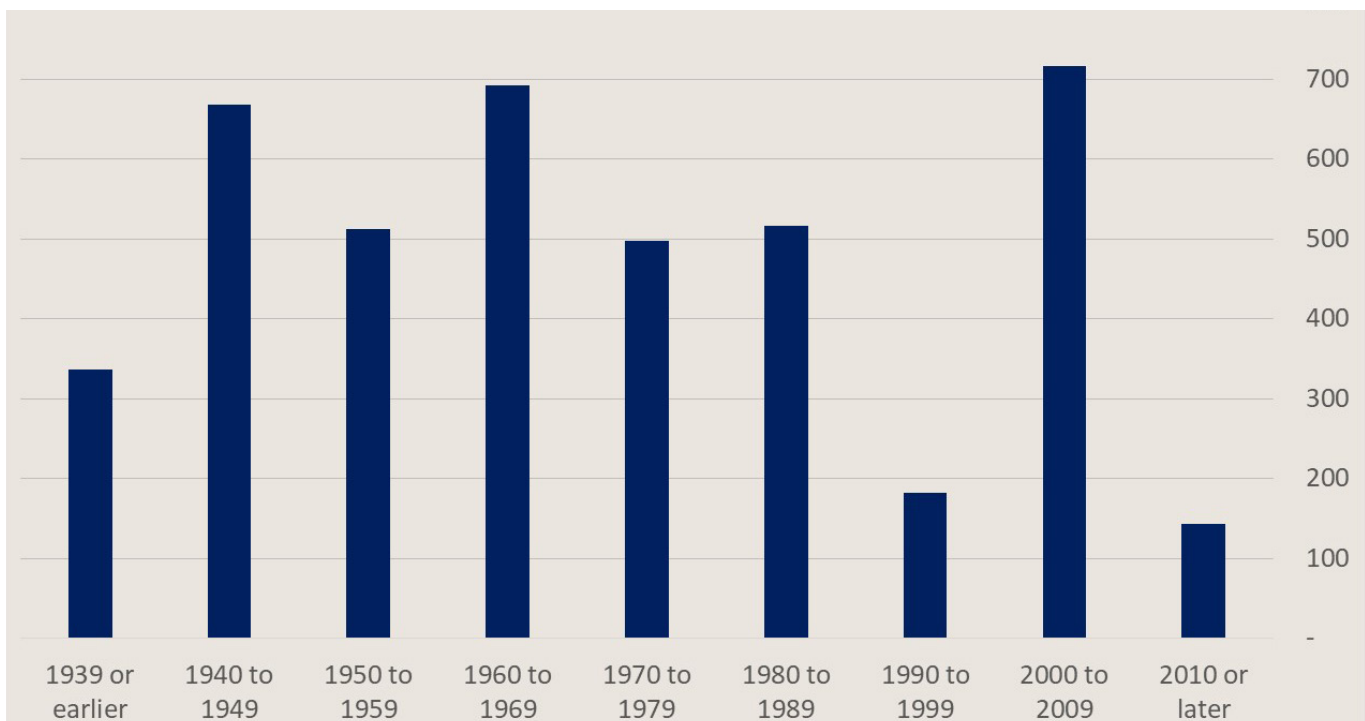
The City has been actively working to recruit developers who can provide affordable and workforce housing, but challenges include a lack of available land and high land costs.

UNITS IN NON-SINGLE FAMILY STRUCTURES

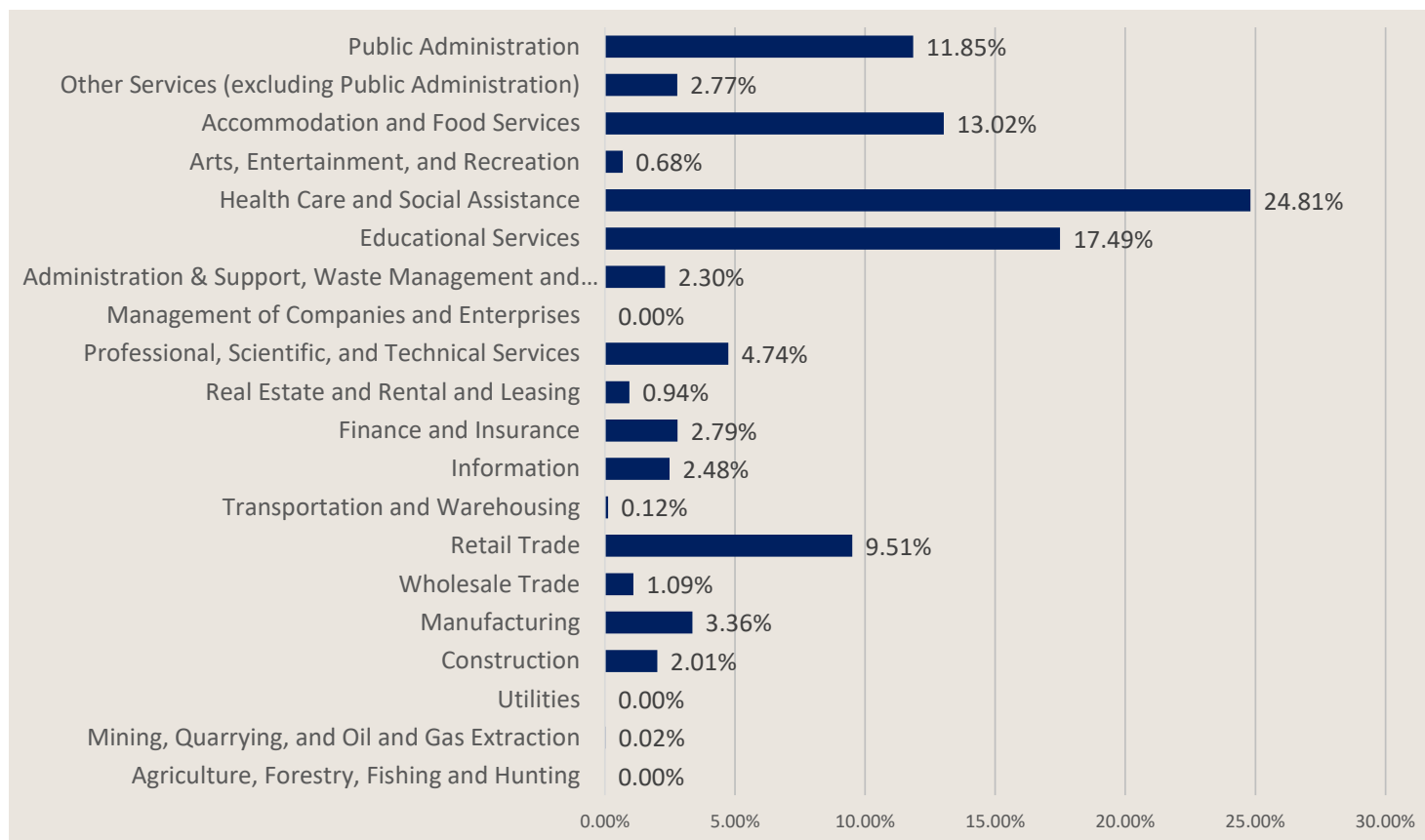


- Townhome
- 2 units
- 3 or 4 units
- 5 to 9 units
- 10-19 units
- 20+ units
- Mobile Home

HOUSING STOCK YEAR OF CONSTRUCTION



CITY OF BREVARD JOBS BY NAICS SECTOR (2019)



Economy

Today, Brevard's economy is driven by government, healthcare, education, and tourism. Historically, this was not always the case, with several industrial and manufacturing facilities in and around Brevard operating into the 1990s and early 2000s. The transition to a service-based economy has resulted in fewer blue- and white-collar jobs and lower incomes overall.

The five largest employers in Transylvania County are:

1. Transylvania County Schools
2. Transylvania County
3. Transylvania Regional Hospital
4. Gaia Herbs, Inc.
5. Ingles Markets, Inc.

Tourism is fundamental to Brevard's viability over the years. Local and regional attractions abound, and long-standing institutions attract an influx of visitors,

particular during the summer months when camps are in session and the Brevard Music Center is in full operation. The Music Center itself brings 40,000 people attending performances over the summer months and recently completed construction on a 400-seat indoor concert hall. The summer camps are particularly impactful on the weekends when children are dropped off and picked up by their parents, who will often spend time and money in town during the trip. A 2011 economic impact study estimated a \$26 million impact in western North Carolina.

Brevard is also a gateway to outdoor recreation and natural scenery. The Blue Ridge Parkway, Pisgah National Forest, and DuPont State Recreational Forest each attract more than a million visitors per year, according to the Transylvania County Tourism Development Authority. Gorges State Park and Headwaters State Park are also located in the County. While these activities are not taking place in the City,

they do often result in hotel stays, meals in local restaurants, and shopping in local stores.

The Brevard/Transylvania Chamber of Commerce and Heart of Brevard (see Downtown Section) recently teamed up to initiate the Think Local Transylvania campaign, whose mission is to "support small local businesses and nonprofits, foster county-wide togetherness, celebrate our unique place, and grow a thriving and resilient economy for all in Transylvania County."

Natural Resources

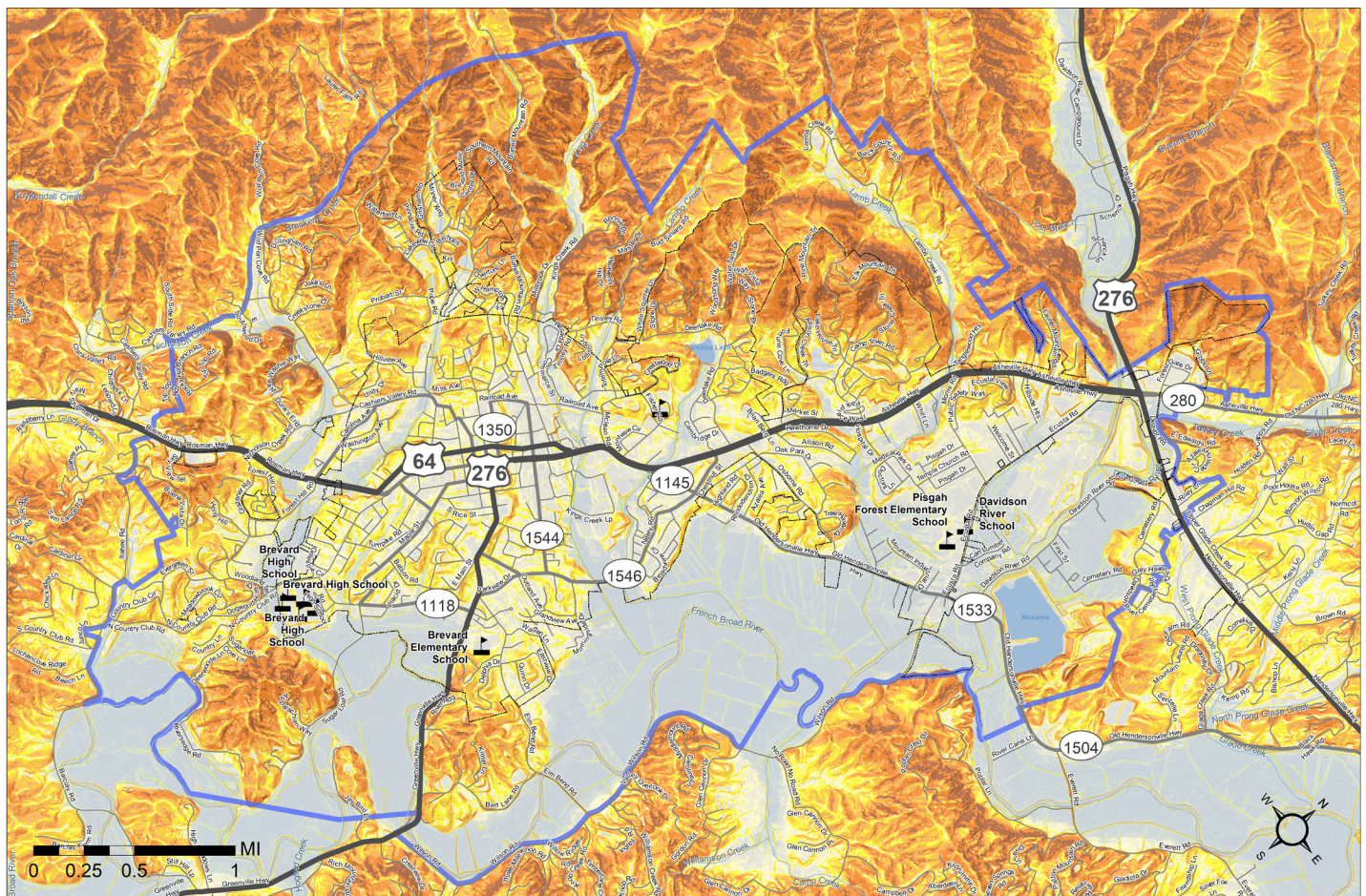
With the French Broad River to the east and Pisgah National Forest to the west, Brevard is surrounded by many valuable natural resources. A large percentage of lands within the study area are environmentally sensitive

and/or difficult to develop. Floodplains and steep slopes are some of the most sensitive lands, best suited for uses like outdoor recreation and agriculture.

Brevard's unique geography and natural environment contribute greatly to its desirability as a place to live and visit, yet these resources are continually threatened in different ways. The French Broad River suffers from intermittent water quality issues due to runoff, agriculture, and impacted riparian habitat. Popular recreation sites, such as those in nearby Pisgah National Forest become overcrowded during the summer, and are increasingly grappling with how to accommodate large numbers of visitors and their vehicles. Viewsheds and wildlife migration corridors are under threat of development, and non-native invasive species have gained a foothold in some areas.

DEVELOPMENT CONSTRAINTS MAP

STEEP SLOPES SHOWN IN ORANGE AND FLOODPLAIN SHOWN AS LIGHT BLUE





Bracken Preserve ribbon cutting (Source: City of Brevard)

Parks & Recreation

Brevard's parks are operated and maintained by the Building and Grounds Division of the City's Public Works Department. The City owns and maintains ten parks, the Brevard Greenway, the French Broad Community Center, and the Mary C. Jenkins Community and Cultural Center. The parks are:

- ◆ Bracken Preserve (429 acres)
- ◆ Tannery Park (25 acres)
- ◆ Brevard City Sports Complex (20 acres)
- ◆ Hap Simpson Park (8.4 acres)
- ◆ Franklin Park (4.2 acres)
- ◆ Silversteen Park (1.5 acres)
- ◆ Depot Railroad Avenue Park (0.88 acres)
- ◆ Pickelsimer Park (.18 acres)
- ◆ Edna Glaze Park (.15 acres)
- ◆ Clemson Plaza (.1 acres)

In addition to the City's parks, Transylvania County owns and operates Activity Center Park, Silvermont Park, and South Broad Park, all within city limits.

The City/County Parks and Recreation Master Plan from 2016 prioritizes operations and maintenance of existing parks and facilities, but the City continues to add new holdings to meet the needs of all residents and ensure equitable access to recreation facilities.

The Brevard Greenway is a system of multi-use paths throughout town, with connection to the Pisgah

National Forest via the Estatoe Trail and through Bracken Preserve. The Greenway will eventually extend through the Tannery Park site as well.

Transportation & Infrastructure

The center of Brevard — the corner of Broad and Main — is also the junction of U.S. Highway 64 and U.S. Highway 276. U.S. 64 travels west to Rosman and east to Hendersonville, while U.S. 276 runs south to Greenville, South Carolina and north to Waynesville. Pisgah Forest is Brevard's second major transportation node in the northeastern corner of town, where U.S. 64 joins N.C. 280 from Asheville and U.S. 276 comes in from the north. Between Pisgah Forest and the center of Brevard is the Asheville Highway, a four-lane road that carries U.S. 64 and U.S. 276 and has developed into a commercial corridor over time.

The North Carolina Department of Transportation has implemented several traffic and transportation improvements in recent years. The "unbalanced couplet" in Downtown, where Broad and Caldwell share the bulk of through-traffic, devotes one extra lane on Broad traveling north out of town and one extra lane on Caldwell traveling south toward Rosman.

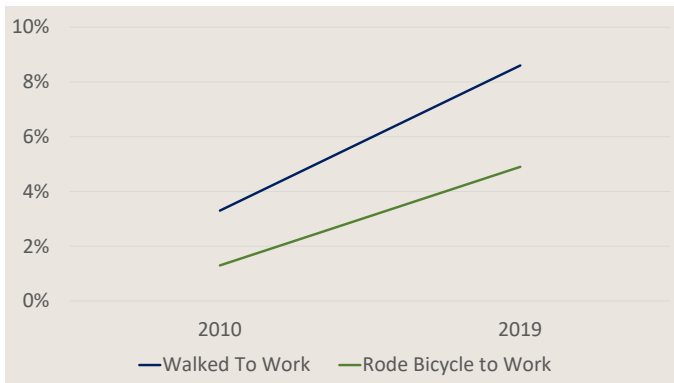
The new Davidson River Connector and roundabout have been completed in anticipation of new development near Pisgah Forest, and three additional roundabouts are slated for the Asheville Highway corridor.



Davidson River Connector

WALKING/BIKING TO WORK

(% OF TOTAL WORKFORCE)



Downtown Brevard is defined by a street grid network, and most Downtown streets are lined with sidewalks on both sides. While the grid becomes less defined beyond Downtown, most streets in surrounding neighborhoods are well connected, if lacking sidewalks in many places. Sidewalks have been incorporated in some of the newer developments north of downtown.

Until early 2022, Brevard did not have any fixed route transit service, but Transylvania County has begun operating the Transylvania in Motion (TiM) bus between Pisgah Forest and Rosman. The service runs Monday through Friday from 7am to 7pm.

Brevard has been working to improve its network of bicycle and pedestrian facilities, with a focus on sidewalks and multi-use trail development. Census statistics show an increase in commuting on bicycle or on foot between 2010 and 2019.

The City's wastewater treatment operates an RVC (reticulated vitreous carbon) system, which is considered by many to be an outdated technology when compared to activated sludge. Currently operating at 70 percent of capacity with only a few heavy contributors (such as the Oskar Blues brewery), the system can treat 2.5 million gallons of water each day. Inflow during major rain events is an issue and will take the system beyond capacity, where excessive chlorine is required to ensure the water is treated.

Brevard's drinking water is pulled from a reservoir intake on Catheys Creek and is treated at a 2.6 million gallon

plant. In 2021, the system operated at 58 percent capacity, releasing an average of 1.4 million gallons of potable water each day. Brevard College is currently the largest user. One of Brevard's unique water issues is the lack of pressure in Downtown, particularly on upper stories. Therefore, an individual system may be required for each building that requires a sprinkler system for fire protection, household plumbing requirements notwithstanding.

Downtown

Downtown Brevard is the primary activity center in the City. It is the central business district and a hub of local shopping, restaurants, and an assortment of special events and festivals.

The Heart of Brevard (HOB) is a non-profit economic development organization and nationally accredited Main Street program that advocates for the most central portion of Downtown. In its 2022 report, HOB reported more than \$1.2 Million invested in its focus area, with ten new businesses and 36 new full- and part-time jobs. A study conducted in 2011 by Urban3 showed Downtown has the highest tax value per acre in all of Transylvania county.



Main Street closure for HalloweenFest (Source: City of Brevard)

Existing Land Use

Land Use refers to the primary activity occurring on a particular parcel of land. Land use designations are not always perfectly accurate, but the intent is to gain a broad picture of the community that may inform future development needs and patterns.

Single-Family Residential

Single-family detached structures account for the majority of residential uses in Brevard. In addition to the more compact single-family residential neighborhoods closer to Downtown, there are also many single-family houses that sit on larger parcels, accounting for the large amount of acreage devoted to single-family residential.

Multi-Family Residential

Multi-family residential uses account for a wide-range of building types, development styles, and ownership models. Apartment buildings and complexes are the most straightforward examples, but duplexes, triplexes, and other smaller multi-plexes fall into this category. Attached townhomes are also considered multi-family uses. Multi-family residential uses account for a small percentage of land use and are scattered throughout the City.

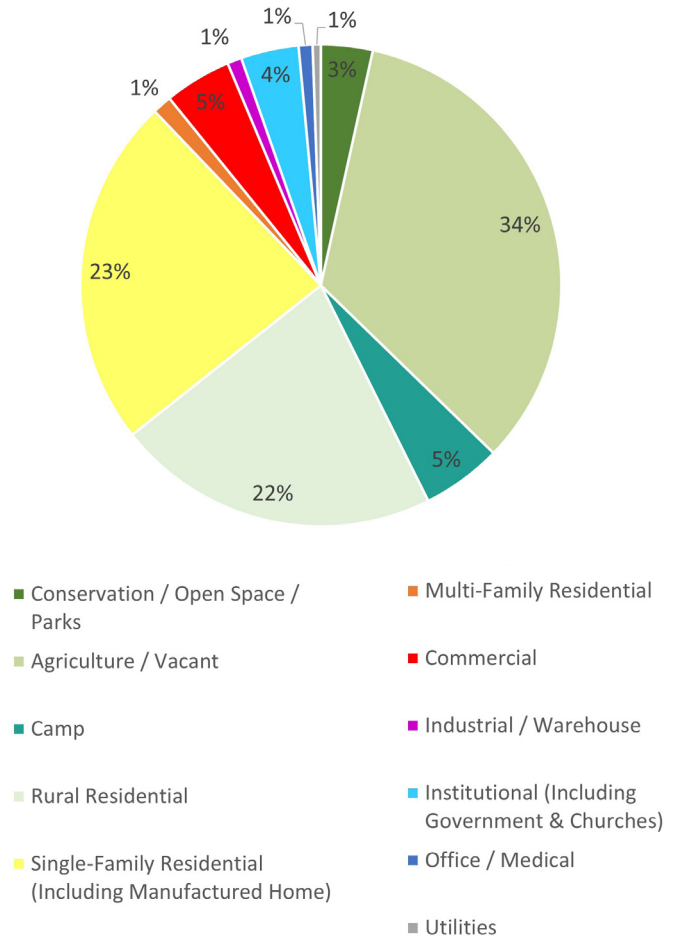
Commercial

Commercial uses come in many shapes and sizes, from small-scale retail and office in Downtown to large scale retail and hospitality along the Asheville Highway corridor and in Pisgah Forest. Smaller pockets of commercial activity are scattered across the City in several unique activity centers.

Industrial

Most of Brevard's industrial activities are concentrated along the Railroad Avenue corridor, just northwest of Downtown, and near the intersection of Ecusta Road and Old Hendersonville Highway in the northeast corner of the City. Current uses would be considered light industrial; examples include warehousing and

EXISTING LAND USE CHART



distribution, laboratories, breweries, and small-scale manufacturing.

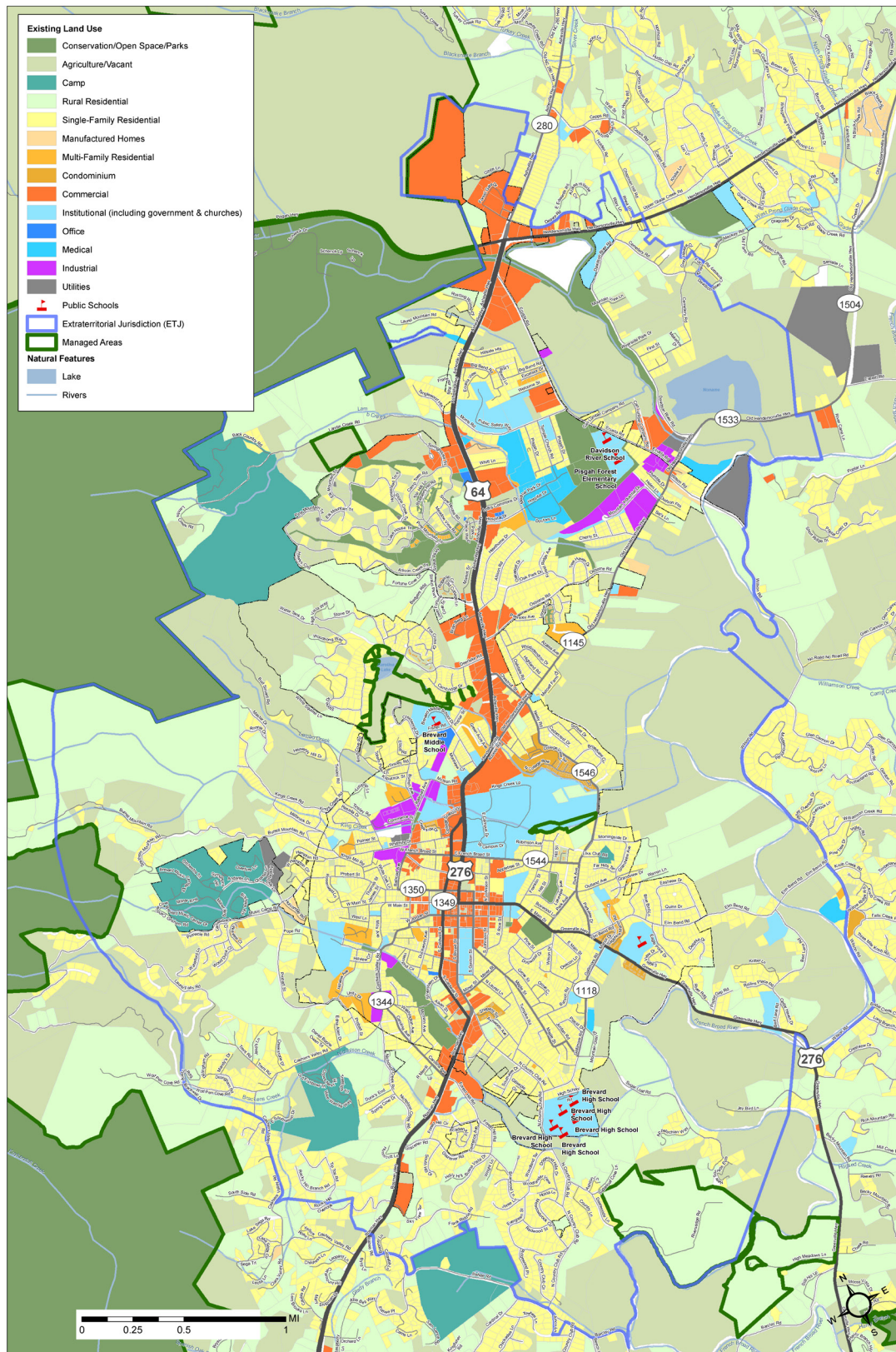
Other Uses

Brevard has a number of unique institutional land uses. The history and concentration of summer camps is unique to the region and an important element of Brevard's history. Many of these institutions were established in the early 1900s and remain an important driver of summer visitors. Other large institutional land holders include Brevard College, the Brevard Music Center, and the Transylvania Regional Hospital.

A good portion of acreage surrounding Brevard is development-constrained. Land on the eastern edge of the City, extending into the ETJ and the French Broad River floodplain, is primarily used for agriculture. Vacant forested parcels tend to be located on the steep mountain slopes on the western side of town.



EXISTING LAND USE MAP





2 GOALS & RECOMMENDATIONS



The City of
Brevard
North Carolina



This chapter begins with the goals that are meant to guide future decisions. These goals also provide a framework for measuring progress in the coming years on priorities identified during the planning process. Following the goals is the Future Land Use Map and character areas. This map serves as a visual representation of the pattern of development anticipated in the City. The character areas illustrate the type and scale of development encouraged in different areas of the City. Recommendations are organized by topic and are divided into the following chapters:

- Land Use & Housing
- Active Transportation & Community Health
- Parks, Natural Resources, & Cultural Resources
- Economic Development, Infrastructure, & Resiliency

GOALS

- 1.** Expand **housing opportunities** for all residents while preserving the **character of Brevard** and its neighborhoods.
- 2.** Encourage a development pattern that respects Brevard's **sense of place** and prioritizes **livable communities**.
- 3.** Ensure **fairness** and **equity** in providing for the health, safety, and welfare of all citizens and groups.
- 4.** Create a built environment that prioritizes a **safe, active, multi-modal transportation** system and **community health** and wellness.
- 5.** Celebrate Brevard's **natural resources** through conservation of environmentally sensitive areas, improving **access to recreation**, and restoration of native ecosystems.
- 6.** Integrate **arts, culture, diversity, and history** into everyday life and build on Brevard's identity as a dynamic community to live, work, play, and create.
- 7.** Support **economic vitality** and grow the tax base, cultivate **local businesses**, and attract **sustainable industry**.
- 8.** Plan for efficient, equitable, and **resilient infrastructure** and services that maintain and improve quality of life throughout the city.

FUTURE LAND USE MAP & CHARACTER AREAS

The following pages include the Future Land Use Map and Character Areas. The Future Land Use Map shows the intended land use pattern in Brevard for the next twenty years. It is designed to guide development, manage growth, and inform land use decision-making in the City and its extraterritorial jurisdiction (ETJ).

The Character Areas shown below and described after the Future Land Use Map explain intent and provide typical uses and shared design characteristics of different areas of the City. Each character area may have a variety of land uses and zoning districts within them. They are not as detailed and rigid as zoning districts, although certain zoning districts and types of development may fit better in different areas.

The Future Land Use Map and Character Areas are not exhaustive or prohibitive. For instance, some uses may be appropriate in many (or all) future land use character

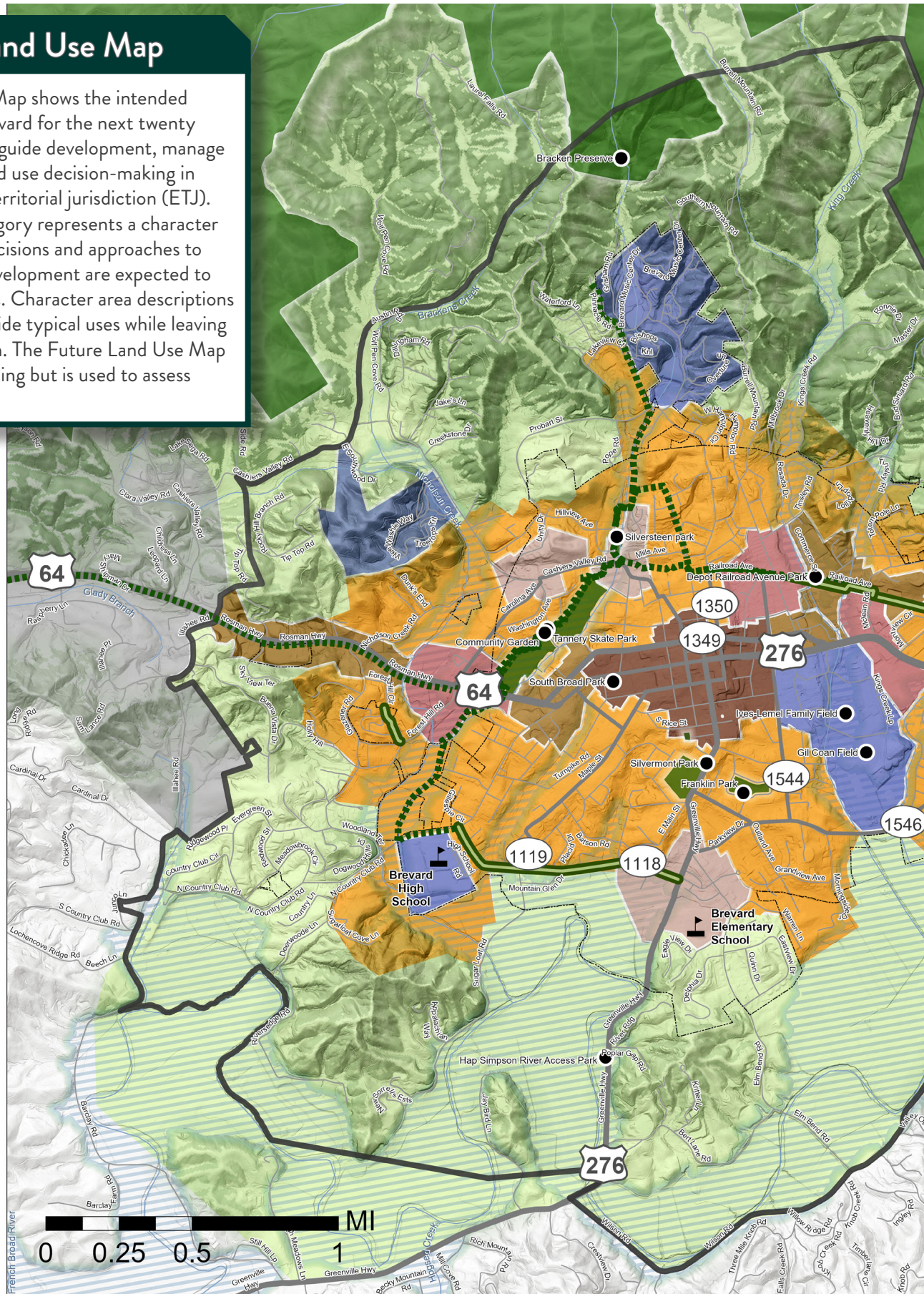
areas. These might include uses such as government maintenance buildings and small utility substations (electric, natural gas, sewer lift stations, water towers, etc.). However, some uses should be carefully considered so that they do not unintentionally create a demand for development in inappropriate areas. For instance, institutional uses such as a new school or church might be appropriate in most residential areas, but if located in rural areas it may invite inappropriate additional development. The size of operations is also a consideration. For example, a small church might be appropriate in a rural context, but a mega church may not. It is up to the governing boards at the time of the application to decide what will most accurately promote the goals established in this plan.

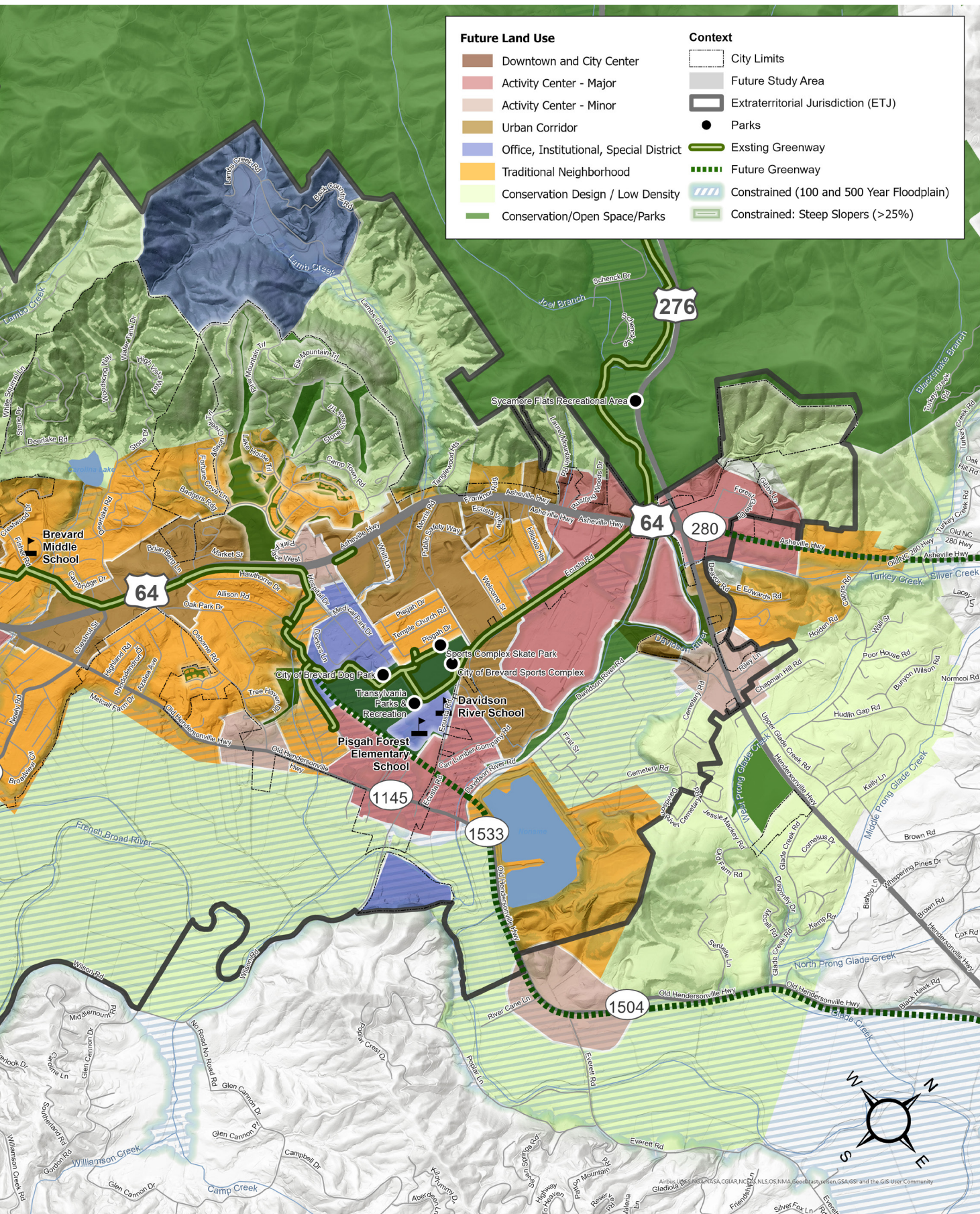
Character Areas

	Downtown & City Center		Conservation Design / Low Density
	Activity Center - Major		Conservation/Open Space/Parks
	Activity Center - Minor		Constrained: Steep Slopes (>25%)
	Urban Corridor		Constrained: Floodplain (100 and 500 Year)
	Office, Institutional, Special District		
	Traditional Neighborhood		

Future Land Use Map

The Future Land Use Map shows the intended land use pattern in Brevard for the next twenty years. It is designed to guide development, manage growth, and inform land use decision-making in the City and its extraterritorial jurisdiction (ETJ). Each color-coded category represents a character area where land use decisions and approaches to development and redevelopment are expected to follow similar principles. Character area descriptions explain intent and provide typical uses while leaving room for interpretation. The Future Land Use Map is not as detailed as zoning but is used to assess rezoning requests.





Downtown & City Center

This character area refers to Brevard's historic downtown where commercial, employment, residential, civic, and supporting uses are located. The urban environment includes a sensitive blend of preserved and renovated older structures, high-quality new construction, and public spaces that integrate with surrounding properties. City blocks are organized in a traditional grid pattern with a pedestrian-friendly network of sidewalks and alleys where buildings are situated close to the street. Buildings with a vertical mix of uses are encouraged with active frontage along key streets. Parking is located on the street, in parking decks, and in existing surface lots.



Typical Uses: Commercial; office; institutional; multi-family residential; public gathering space

Activity Center - Major

Activity Centers represent unique destinations across the City. They are meant to be the focus of targeted urban design initiatives with a focus on infill, adaptive



reuse, and creative solutions to address opportunities and challenges in each unique place. An Activity Center may cater to visitors with retail and evening entertainment, or it may be an employment district that is most active during business hours. They are worthy of small-area planning,

with an emphasis on placemaking and careful consideration of the public realm.

Typical Uses: Commercial; office; single- and multi-family and attached residential; light industrial; public gathering space



Office, Inst., & Special District



The Office, Institutional, and Special District captures specific areas of Brevard that are owned and/or managed by major institutions and government entities, including Brevard

College, the Transylvania Regional Hospital, Transylvania County, and the City of Brevard. Most land use decisions are driven by institutional needs, and strategic partnership opportunities exist where those needs intersect with public and/or private endeavors. Collaborative opportunities include public health initiatives, local business support, transportation alternatives, shared facilities, and community events.

Typical Uses: Institutional campus; corporate campus; summer camp



Traditional Neighborhood

The Traditional Neighborhood character area is primarily comprised of single-family residential uses with small-scale multi-family and townhomes permitted. The Traditional Neighborhood



category is designed to maintain the character of established neighborhoods while allowing some flexibility of housing types. Traditional Neighborhoods are typically adjacent to urban areas and Activity Centers. Streets are well-connected and typically include pedestrian facilities that allow residents to walk within the neighborhood and to surrounding areas.

Typical Uses: Single- and multi-family residential; small-scale office; neighborhood commercial; small-scale lodging; public parks



Activity Center - Minor



Neighborhood Centers provide a setting for services and activities that are supportive of surrounding residential neighborhoods. This character area may center around a community anchor,

such as a school, park, library, or small commercial district. Uses and design considerations call for context-sensitive solutions, fostering community identity and a sense of shared ownership of neighborhood resources.

Typical Uses:

Institutional;
small-scale commercial;
single- and multi-family
residential; public
gathering space



Urban Corridor

Urban Corridors are oriented along major transportation corridors that serve a local and regional market. Uses may vary widely. Emphasis is on a development form and encouraging architectural and site design that improves gateway corridors. Buildings should screen parking areas and transitions and buffers will reduce impacts to nearby homes. Access management should be prioritized to ensure safety, mobility, and multi-modal connectivity.

Typical Uses: Large- and small-scale commercial, multi-family and attached residential



Conservation Design / Low Density

These areas include lower density areas that have significant natural resources and/or constraints. Conservation Design is encouraged to protect natural resources. This type of development clusters structures and site improvements together on a portion of a site while reserving the remainder of the site for open space. Smaller lots are typically used in the developed portion of the site and density transfers from constrained areas of the site are encouraged in zoning regulations. This type of neighborhood design provides flexibility, particularly in areas with challenging topography. There is also often a savings in development costs due to less road surface, shorter utility runs, and reduced grading and site preparation. The preserved land may be owned and managed by a homeowners association or land trust.



Typical uses: Single- and multi-family residential; agriculture; outdoor recreation; lodging

Open Space & Constraints

The Open Space designation applies to parks, public recreational areas, conservation areas, floodplains, steep slopes, and some private recreational facilities. Primary uses include trails and greenways, wildlife management, environmental restoration / mitigation/preservation, and educational uses. Structures that support or are associated with the intended uses are typically permitted in non-vulnerable areas.

Constrained areas include, steep slopes and floodplains. Additional development standards or reduced density may be needed in these areas



Future land use Character Area Table

The following table outlines residential subdivision and residential buildings types encouraged and discouraged in different Future Land Use Character Areas.

Future Land Use Character Area	Applicable Zoning Districts	Building Size (Max Floor Plate By Right) More potentially with CZD	Height and Bulk	
			Building Height	Lot Coverage Max
City Center / Downtown	DMU, CMU, RMU	30,000 sq. ft.	2-5 Stories	100%
Activity Center - Major	CMU, NMX, SD	100,000 sq. ft.	2-7 Stories	90%
Activity Center - Minor	NMX, RMX	30,000 sq. ft.	2-4 Stories	70%
Urban Corridor	CMU, NMX, RMX	50,000 sq. ft.	1-4 Stories	80%
OISD	IC, GI	100,000 sq. ft.	Varies	Varies
Traditional Neighborhood	GR8, RMX	15,000 sq. ft.	1-4 Stories	60%
Conservation Design / Low Density	GR4	10,000 sq. ft.	1-3 Stories	30%
Conservation / Open Space	-	-	-	-

Legend:



= Allowed / Encouraged



= If Contextually Appropriate, Potential Limitations, Design Criteria or Utility Availability



= Discouraged

Future Land Use Character Area	Residential Type				
	Live-work Unit	Apartments & Condos (>30 units)	Multiplex (Up to 30 units)	Attached (Townhomes, Duplex, Triplex, Quads)	Detached
City Center / Downtown	☑	☑	☑	*	*
Activity Center - Major	☑	☑	☑	☑	*
Activity Center - Minor	☑	*	☑	☑	☑
Urban Corridor	☑	☑	☑	☑	*
OISD	*	*	*	*	*
Traditional Neighborhood	*	-	*	☑	☑
Conservation Design / Low Density	-	-	-	*	☑
Conservation / Open Space	-	-	-	-	-

Legend:

☑ = Allowed / Encouraged

* = If Contextually Appropriate, Potential Limitations, Design Criteria or Utility Availability

- = Discouraged



LAND USE & HOUSING

EVALUATE, UPDATE, AND AMEND CITY POLICIES AND ORDINANCES TO ENSURE CONSISTENCY WITH THE COMPREHENSIVE PLAN AND FUTURE LAND USE MAP.

LUH-1: Amend the Unified Development Ordinance (UDO) to support implementation of the Comprehensive Land Use Plan. Many of the recommendations in this Plan can be achieved through changes to the City's land use regulations. Some changes may be easier to implement than others. A collaborative effort between City Council, Planning Board and staff should determine and advance priorities.

LUH-2: Evaluate rezoning requests based on the Future Land Use Map and character area descriptions. The Future Land Use Map should be referenced each time a property is considered for rezoning. Decisions that deviate from the Future Land Use Map should be considered seriously and will necessitate an amendment.

LUH-3: Update the Comprehensive Land Use Plan every 5-7 years and amend the plan as needed.

ENCOURAGE A GROWTH PATTERN THAT TAKES ADVANTAGE OF EXISTING INFRASTRUCTURE.

LUH-4: Identify areas across the City that are best positioned to accommodate future growth. Areas with well-connected streets, proximity to parks and schools, and access to public utilities are in the best position to accommodate new growth.

LUH-5: Consider adjustments to the development approval process and other incentives for projects that meet defined criteria in growth opportunity areas. There are a number of incentives that could be considered to encourage growth in areas that are appropriate examples include allowing buildings with additional height, decreasing dimensional requirements (i.e. setbacks or lot widths), considering density bonuses and removing barriers to certain housing types.

LUH-6: Encourage rezonings to allow for a mix of uses in Activity Centers. Allowing different land uses such as commercial and residential in close proximity to each other can help make a city or neighborhood more walkable and lead to reduced numbers of car trips. Major and Minor Activity Centers with both have a mix of land uses, but Major Activity Centers will be more intense with a greater nonresidential footprint.

SUPPORT GROWTH IN DOWNTOWN BREVARD WITH CLEAR DESIGN STANDARDS AND A PREDICTABLE APPROVAL PROCESS.

LUH-7: Consider the development of a form-based code for Downtown that supports a human-scaled, pedestrian-friendly environment. Key design elements that should be emphasized in the form-based approach include:

- ▶ Development in the Downtown (roughly the area currently covered by the Downtown Design Overlay District (DDOD)) should continue to require multi-story buildings required to be built close to the street (via maximum setbacks (build-to lines) and/or percentages. Buildings should have a vertical mix of uses, such as commercial and office on ground floor with residential and/or offices above. Architectural standards that emphasize quality design should continue, but development form should take precedent. Uses that generate pedestrian traffic should be encouraged along key frontages. Continue to require no non-residential parking on-site.
- ▶ Areas in the greater City Center area (areas outside of the current DDOD) should also have defined maximum allowable setbacks and/or build-to lines. Stand-alone multi-family buildings should be allowed. Large areas of surface parking should be discouraged.

LUH-8: Evaluate current standards for building height downtown. Add height minimums in the DDOD (i.e. 2 story minimum). Consider allowance for additional height (i.e. an additional story or two) in certain areas. Potential areas, alternative measures or incentives include:

- ▶ Allow additional stories outside the core of the Downtown area (DDOD)
- ▶ Calculate max height via alternative measures (i.e. max building height below Courthouse steeple)
- ▶ Allow additional stories with setbacks
- ▶ Allow through incentives (i.e. for the provision of affordable or workforce housing units).

Transect

A transect is an illustration of the form and transition of the built environment. It is used to help define and organize the structure of a city and how neighborhoods fit into the overall structure. The transect below illustrates traditional American town design and emphasizes walkable streets, an appropriate mix of uses, and housing diversity. The Future Land Use Map can be thought of as a way to help define the future transect for the City.

**Conservation /
Open Space**

**Conservation
Design / Low
Density**

**Traditional
Neighborhood**

**Minor Activity
Center**

Urban Corridor

**Major Activity
Center**

Downtown

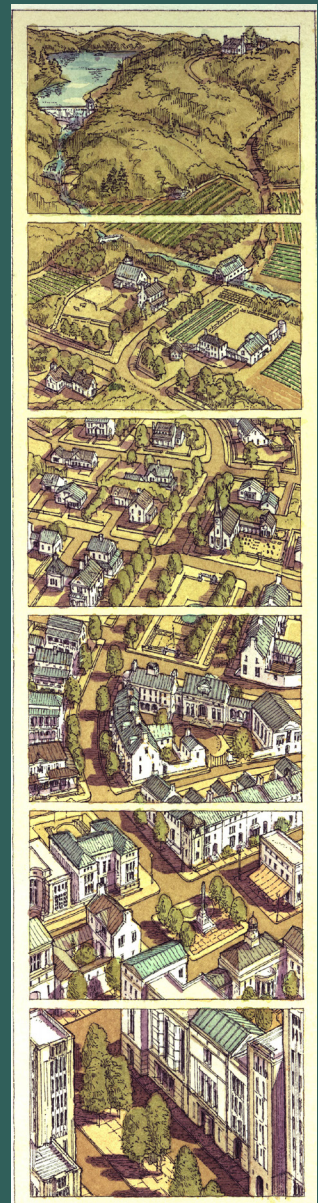


Image source: Center for Applied Transect Studies, Duany Plater-Zyberk & Company / James Wassell

SUPPORT CONTEXT-SENSITIVE INFILL AND REDEVELOPMENT OF UNDERUTILIZED OR OUTDATED COMMERCIAL AREAS.

LUH-9: Evaluate and amend development ordinances to facilitate infill development on vacant and underdeveloped parcels, as well as revitalization of developed parcels. Amendments should incorporate design standards and guidelines that respect existing community character while allowing greater residential density and intensity of nonresidential development within mixed-use areas.

LUH-10: Establish zoning overlay districts for the Asheville Highway Corridor and Pisgah Forest Area.

The purpose of the overlay districts is to establish stricter standards and to improve multimodal safety and convenience when accessing places for goods, services, housing, and employment through a predictable pattern of development and architectural design. The corridor should accommodate a variety of residential and nonresidential uses in addition to highway-oriented commercial. The areas are important gateways to the City and the Pisgah National Forest, and aesthetic considerations should be included into overlay district standards. Form-based elements may include building form, site access requirements, parking location or design, block structure, frontage, and public space requirements.

Asheville Highway Corridor

The Asheville Highway Corridor is an important gateway into the City of Brevard. It also presents an opportunity for infill and redevelopment since it is comprised of some of the only flat land that is located outside of the floodplain in the City. Redevelopment should take advantage of larger properties located where key connections exist or can be made to existing public streets. The concepts below show potential redevelopment at a few key sites along the corridor. Visual improvements to the Asheville Highway frontage could include new buildings, street trees and public space such as plazas and parks. Exact building form, massing and scale could be defined through the creation of a form-based code or overlay for the corridor.



Redevelopment potential just north of downtown Brevard.



Potential reuse / redevelopment of the Ingles plaza.

ADDRESS HOUSING SHORTAGE BY REMOVING BARRIERS TO MULTI-FAMILY AND “MISSING MIDDLE” HOUSING OPPORTUNITIES.

LUH-11: Identify and address dimensional requirements that may serve as obstacles to housing development. Large minimum lot widths, road frontage, and setback requirements can be a hindrance to development and redevelopment projects, particularly in areas with topographic challenges and irregular parcel boundaries. The Unified Development Ordinance (UDO) currently has no minimum lot size for zoning districts and regulates intensity of development in other ways. This is a progressive approach that should be maintained, at least in most districts, because it can provide flexibility in design and lead to more affordable housing in the long-term.



Quadplexes like the one above on the corner of England Street and Probart Street can provide a transition from commercial areas to single-family neighborhoods.

Missing Middle Housing

The “missing middle” refers to a range of housing types that, in terms of bulk, scale, and density, fall somewhere between the detached single-family residence and the mid-rise apartment building. Brevard has recently made strides to increase opportunities for missing middle housing, and those efforts should help to provide more housing options but more code updates may be needed to meet housing needs. This could be accomplished a number of ways but will likely mean a mix of apartments, missing middle housing types, single family homes and accessory units.



Image source: Opticos Design, MissingMiddleHousing.com

LUH-12: Address and adjust parcel density allowances to allow for "missing middle" housing types in all zoning districts with defined standards.

Recent changes to the UDO that allow triplexes and quadraplexes is an example of how the City can encourage missing middle housing types. Code revisions that allow additional housing typologies should be considered including:

- ▶ Allowances for multi-family structures in certain areas.
- ▶ Allowance for additional density and other criteria in RMX and NMX zoning districts to allow for cottage courts and multiplexes.
- ▶ Allowances for multi-family uses along the Asheville and Rosman Highway Corridors
- ▶ Even higher allowances or density bonuses at activity centers with affordable/workforce units and/or enhanced transportation alternatives
- ▶ Allowances and requirements for accessory dwelling units including increasing the floor area for secondary dwelling units and elimination of parking requirements for accessory dwelling units in neighborhoods with adequate, available on-street parking.

INCREASE SUPPLY OF AFFORDABLE AND WORKFORCE HOUSING.

LUH-13: Utilize the Housing Trust Fund to leverage private investment to create affordable and workforce housing units. Consider updates to the Housing Trust Fund, including:

- ▶ Update bylaws, policies, procedures, and applications to reflect current needs.
- ▶ Establish funding mechanisms to increase contributions to the HTF.
- ▶ Consider land acquisition and partnerships to support projects with a mix of affordable and workforce housing units.

LUH-14: Seek developer agreements for divestment of City properties that guarantee affordable and workforce housing units for a defined period of time.



The Town of Davidson requires a percentage of housing in new development that meets certain criteria to be priced affordable to households earning less than 80-120% of the Area Median Income (AMI). A payment in lieu option also exists. These funds are utilized for a variety of housing programs. Image Source: Town of Davidson

LUH-15: Consider additional incentives and policies to support workforce and affordable housing. Examples of policies and incentives include:

- ▶ Density bonuses
- ▶ Streamlined approval processes
- ▶ Fee waivers
- ▶ Increase funding for affordable and workforce housing
- ▶ Voluntary, conditional or mandatory inclusionary zoning

See the Housing Toolkit beginning on page 39 for more detailed information and options to support workforce and affordable housing.

STABILIZE AND PRESERVE THE CHARACTER OF NEIGHBORHOODS

LUH-16: Provide support for the preservation and rehabilitation of existing affordable housing.

Promote homeowner and rental assistance programs, including those operated/funded by regional, state, and federal entities. Consider the establishment of a local microgrant program for home improvement, and partner with local organizations and/or private entities to offer home improvement information to residents.

LUH-17: Monitor impacts and consider additional regulations for short-term rentals. Follow recommendations from City's Short Term Rental Task Force.

LUH-18: Collaborate with neighborhoods to explore opportunities for zoning overlays, historic preservation, adaptive reuse, infill projects, special events, and other neighborhood-specific activities. Neighborhoods are at the heart of defining the character of a City, and Brevard is lucky to have many unique neighborhoods within its jurisdiction. Neighborhood organizations and homeowner associations are essential partners in fostering engaged communities making sure city programs address priorities.

ENGAGE AND EMPOWER NEIGHBORHOODS

LUH-19: Enhance communication of land use planning efforts, policy development, approvals and processes. Create online public information portal to provide updates on proposed and in-progress development projects. Strive to make planning documents and UDO more approachable and user friendly to empower citizens to understand and advocate for their neighborhoods.



Neighborhood meetings can be important opportunities for dialog between residents, city staff and elected officials to discuss trends so that city programs and regulations can be tailored to address emerging issues.

LUH-20: Encourage the creation of well-designed complete and cohesive neighborhoods. A complete neighborhood successfully incorporates old and new construction, a mix of housing types, access to shopping options and food, connectivity, and access to greenspace. Consider updating the Traditional Neighborhood Development (TND) option in the UDO or encouraging the addition of key components of complete neighborhoods through the Conditional Zoning process. Consider measures to ensure cohesion between old and new development including:

- ▶ Strong buffers to assist in transition of uses and intensity.
- ▶ Potential limits to scale and massing, like floor-to-area (FAR) or built upon area limits in some areas.

LUH-21: Conduct small area plans to clarify neighborhood character and address local impacts and needs related to land use regulations and City programs. Small areas plans can help set the stage for future development activity, design regulations, targeted service enhancements and administration of small grants program(s) aimed at beautification, preservation, and public realm improvements.

LUH-22: Consider participatory budgeting for a portion of neighborhood funding. Participatory Budgeting is a citizen engagement process where community members decide how to allocate a portion of a public budget. Citizens make direct decisions about how government funds are spent in their community by prioritizing public programs and projects.

PRESERVE CHARACTER OF LOW-DENSITY AND RURAL AREAS.

LUH-23: Incorporate flexible zoning standards and simplified approvals for camps, campuses, and institutions.

LUH-24: Refine zoning districts and slope regulations in constrained areas.

- ▶ Refine steep slope calculation methods and threshold for protection.
- ▶ Consider the creation of an agricultural / conservation zoning district as appropriate. This new zoning district or overlay could be used for agricultural conservation, steep slopes, ridgeline protection, floodplain, etc.

LUH-25: Limit the scale and footprint of new development in Conservation Design /Low Density areas identified on the Future Land Use Map. New subdivisions or other development in these areas should employ conservation style design and cluster development and primary site improvements away from sensitive environmental resources such as steep slopes, riparian areas, and rare habitats. The City should maintain flexibility in lot size and consider allowing more housing products or other incentives for these types of developments. Incentives could be provided in exchange for preservation of 40% or more of the site as open space.

Conservation Subdivisions

Conservation design is an alternative to conventional subdivision design. Conservation design is encouraged in areas with vulnerable natural resources in the City of Brevard's planning area. These areas generally fall in the Conservation Design / Low Density future land use class shown on the Future Land Use Map on pages 26-27. The goal in these areas is to cluster development away from sensitive natural resources. The design of subdivisions in these areas can be improved by maintaining flexibility in a few key dimensional requirements in exchange for preservation of more quality open space. Current regulations include a maximum density and do not specify minimum lot sizes. With future code updates this flexibility should be maintained, additional incentives should be considered and allowable density should be evaluated for many areas with significant environmental constraints. The graphic on the left below illustrates a conventional development design. The graphic on the right shows a conservation style subdivision with a lower overall density, more open space, greater tree preservation, and preservation of agricultural fields as an entry feature. Open space design and location are important, as larger blocks of contiguous open space can support a greater variety of species. Preserved riparian corridors up to 300 feet also help protect water quality and serve as wildlife corridors. Specifying priority open space types and simplifying the approval process for developments that meet defined design criteria can make conservation design the default choice in areas with significant natural resources.

Conventional
Subdivision
Design



Conservation
Subdivision
Design



HOUSING TOOLKIT

INTRODUCTION

Affordable housing is a complex subject, both in terms of its causes and means of addressing it, especially in local governments. As the Southeast continues to attract more and more full-time residents, affordable housing is discussed in almost every community. Local governments in North Carolina are limited in their means of addressing housing affordability, primarily because of limits on how land use, private property rights, home design and prices may be regulated. These regulatory and market related barriers often mean that popular solutions from other states are not necessarily available in North Carolina.

A one-size-fits all method is not a practical approach to address affordable housing concerns and should be tailored to the housing market conditions of an area. Below are some potential means of addressing housing affordability, and how they may be applied in North Carolina and specifically, in the City of Brevard. This is by no means an exhaustive list of remedies but this document explores options for local governments to increase the proportion of affordable housing and/or workforce housing in communities.

TERMINOLOGY

“Affordable housing” has become a blanket term used when discussing how to best combat rising housing cost, however, it is beneficial to distinguish locally between different types. It has its roots in the public subsidized housing terminology. Typically, public subsidized housing has eligibility requirements for income. However, “affordable housing” has been co-opted by the larger discussion of housing cost and now is often used interchangeably with “attainable housing”, which is a broader concept. Below are some common terms used when referring to affordable housing:

“Area Median Income (AMI)” the midpoint of the income distribution for a specific geographic area, as defined by the U.S. Department of Housing and Urban Development (HUD) using data from the U.S. Census Bureau. This statistic is used by HUD for purposes of determining the eligibility of applicants for certain federal housing programs.

“Affordable housing” is housing that costs no more than 30% of a household’s income, including utilities, for households earning up to 80% of the AMI.

- Affordable housing can be income-restricted, meaning it is specifically developed as affordable housing and is only available to households that meet specific income limits.
- Affordable housing can also be market rate, meaning it is affordable based on market price and is not restricted based on household income. These housing units are susceptible to market fluctuations and may increase in price, rendering them unaffordable.

“Workforce housing” is housing affordable to households earning between 80% and 120% of the AMI. Workforce housing is generally thought to be for middle-income workers which includes professions such as police officers, firefighters, teachers, health care workers, retail clerks, and the like. Households that need workforce housing may not always qualify for subsidized housing.

ENCOURAGING AFFORDABILITY

There are a number of ways local governments can encourage more affordable housing in the community. Options range from removing barriers to housing, encouraging a greater mix of housing types to incentives and different levels of inclusionary zoning. An outline of these options is provided below.



IDENTIFICATION AND REMOVAL OF BARRIERS

Dimensional requirements for residential development including minimum lot sizes, lot widths, setbacks and height restrictions can add to the cost of new housing. Some basic requirements targeted at regulating massing and scale can help new development fit neighborhood character, however, flexibility that allows for infill and redevelopment of existing lots and the ability to design around topographic constraints is needed. Encouraging compact development and mixed use development (residential uses on the same property as commercial or other nonresidential uses) in areas with access to utilities and transportation infrastructure will be important to addressing housing issues long-term in the City of Brevard.

MISSING MIDDLE HOUSING

Over the last 40 years the market and local regulations have been supportive of single family housing development and larger-scale apartments. "Missing middle" housing refers to housing products with smaller lots or attached housing typologies that are generally in between apartments and the typical detached single family subdivision. Unit types such as duplexes, fourplexes, cottage courts, and live-work units fall into this category. These missing middle housing types can be much more dense overall than a typical subdivision, but the scale of the buildings can be less imposing than three or four story, 50 or 100 unit apartment complexes. Local policies and standards can influence the viability of these smaller-scale attached housing types and over the long-term, these policies can result in more housing. The City of Brevard has taken some steps towards making triplexes and quadraplexes easier to build in the City. Code amendments balanced this with design requirements to make sure new development fits with local character. Future code revisions should be evaluated to allow for additional housing typologies in key areas of the City.

CONDITIONAL ZONING

Conditional zoning can serve as the mechanism for encouraging the development of affordable housing in places where inclusionary zoning is not being used. Developers can voluntarily provide affordable housing units, generally in exchange for a regulatory incentive (see below). Due to its voluntary nature, this type of program is usually considered the safest—politically and legally—for a local government to enact, but also cannot guarantee income-restricted affordable housing. The down side to this method is that it can be a difficult condition for a local government to enforce due to the private nature of the condition(s).

INCENTIVES

Providing density incentives to encourage affordable or workforce housing in new development is an option that can be implemented through changes in the zoning ordinance. Incentives can be in the form of density bonuses (i.e. additional units overall or on a per-acre basis), additional height allowances, or other modification in zoning requirements.

Additional procedural incentives can be developed. These incentives allow for expedited review or approval, or a reduction in fees if a development meets defined criteria, usually involving a defined number of affordable or workforce housing units.



RENT CONTROL & INCLUSIONARY ZONING

North Carolina municipalities fewer options for encouraging affordable housing than other states. North Carolina State statute G.S. 42-14.1 expressly prohibits rent control. Another common tool of achieving affordable housing around the country, mandatory inclusionary zoning, is a legal gray area being neither expressly allowed nor forbidden by state statutes. Mandatory inclusionary zoning has been attempted by cities like Chapel Hill and Davidson, but is as yet untested in court. A voluntary program typically employs conditional zoning as the mechanism for encouraging the development of workforce housing. Due to its voluntary nature and the use of incentives, this type of inclusionary zoning program is usually considered the safest—politically and legally—for a local government to enact.

DIRECT INTERVENTION MEASURES

In addition to enacting ordinances to bring about affordable housing, municipalities can take other measures to directly increase affordable housing supply, particularly income-restricted affordable housing.

FUNDING

The largest obstacle to direct intervention measures is often funding. Local governments can enact small tax increases, leverage bonds, or establish fees which are collected and put directly toward affordable housing efforts.

PUBLIC LAND DISPOSITION AND PUBLIC-PRIVATE-PARTNERSHIPS

A number of cities in North Carolina and elsewhere are evaluating the appropriate uses for publicly owned properties. In some cases land is ideal for accommodating future government uses or parks. Others may be considered as opportunities for affordable housing. A land disposition study typically involves evaluating future uses of one or more government owned properties. Prior to the sale of properties, local governments can enter into developer agreements to ensure the delivery and maintenance of affordable housing.

Another way a local government can directly increase the supply of below market rate housing is to enter into direct partnership with developers to subsidize the development of affordable housing units. The City of Brevard has an Affordable Housing Trust Fund to utilize for this process, however funds are limited.



IMPACT FEES

Some cities around the country have imposed impact fees, which are upfront charges for infrastructure related to new development, and earmarked those funds for increasing the supply of affordable housing. The State of North Carolina does not explicitly authorize impact fees for affordable housing, so local governments wishing to do so may need to seek special legislation from the General Assembly if they wish to implement affordable housing impact fees.

GRANTS

For local governments meeting the requirements, the US Department of Housing and Urban Development provides annual grants for improving housing for low-income residents through the Community Development Block Grant (CDBG) Entitlement Program.

COMMUNITY LAND TRUST

Local governments and/or other entities can consider land acquisition or establishing a community land trust to preserve sites for affordable housing. These programs typically require significant financial and staffing commitments.

EMPLOYEE HOUSING

In many areas with high housing costs employers play an active role in acquiring and providing housing for employees. Although this requires limited actions by the local government, understanding the needs of employers and working with private developers to understand barriers to employee housing can help to define local solutions.

MAINTENANCE OF AFFORDABILITY

Income-restricted affordable housing can be preserved long-term in different ways depending on ownership structure:

- **Ownership:** Deed restrictions that limit any subsequent sales of the home to income-eligible borrowers at an affordable price. The resale restrictions are attached to the property's deed and may be enforced for decades. Limiting the sale price of a home can limit the ability of the seller to build wealth because home value appreciation is limited.
- **Rentals:** Rental housing restricted to households meeting certain income eligibility requirements. These units can be owned by local governments, non-governmental organizations, or by private owners. Owners

may receive a subsidy payment from the state or a federal tax credit for keeping the rent at lower than market rate.

- The Low-income Housing Tax Credit, or LIHTC, is a federal income tax credit for companies that invest in affordable rental housing that meets specific program guidelines. LIHTC properties account for the majority of affordable housing in the United States today.

Naturally occurring affordable housing (NOAH) is also an important source of housing. Long-time residents with paid off mortgages may not be able to afford new housing in the same neighborhood and may be susceptible to displacement. Tax abatement programs that grant relief from property tax increases, due to rising values are one way to support existing home owners. An example program in the City of Durham grants up to \$750 of tax relief to qualifying homeowners.



ADDITIONAL CONSIDERATIONS

Many factors affect housing costs. Major influences include location, local economy, land and building costs, housing type, and market trends. To some extent, housing costs are very basically a result of supply and demand. Where there is more demand, prices will rise, and increasing supply can help lower demand. Conversely, local policies or conditions that restrict housing supply or housing density contribute to higher housing costs.

SHORT TERM RENTALS

The explosion in popularity of the short-term rental market (ex – AirBNB, VRBO, HomeAway, etc.) has a direct effect on housing supply. As more housing units are converted to vacation rental properties, they are not available as primary residences. In communities that are popular tourist destinations, a higher proportion of homes are being used as short-term rentals, which can lower local housing supply for residents.

REFERENCES

- Summary of Inclusionary Zoning as it relates to North Carolina Law - <https://canons.sog.unc.edu/a-primer-on-inclusionary-zoning/>
- Missing Middle Housing - <https://missingmiddlehousing.com/>

A website addressing Missing Middle Housing, or house-scale residential building types with multiple units that can be used to increase housing unit density and housing type diversity.

- Center for Neighborhood Technology Housing & Transportation Index - <https://htaindex.cnt.org/about/> Index that rates affordability of places based on combined expense of housing and transportation.
- Local Government Support for Privately Owned Affordable Housing <https://canons.sog.unc.edu/2022/05/local-government-support-for-privately-owned-affordable-housing/>



ACTIVE TRANSPORTATION & COMMUNITY HEALTH

ENHANCE TRANSPORTATION NETWORK FOR ALL MODES OF TRAVEL AND CONTINUE TO IMPLEMENT THE CITY’S COMPLETE STREETS POLICY.

ATCH-1: Evaluate planned transportation projects to determine opportunities to improve conditions for all modes of travel including pedestrians, bicyclists and transit users.

ATCH-2: Prioritize implementation of the Brevard Pedestrian and Bicycle Plan and improvement of neighborhood connections to existing and planned sidewalks and greenways.

- Establish or increase local funds devoted to addressing sidewalk and trail gaps. This could be used for matching state and federal funds for projects as well.

The Land Use and Transportation Connection

Linking transportation and land use refers to the process of guiding development and expansion of communities with the goal of better coordination of land use and transportation that accommodates pedestrian and bike safety, mobility, enhances public transportation service, improves road network connectivity, and includes a multimodal approach to transportation. Typically, this is accomplished through supporting land-use development patterns to create a variety of transportation options. Source: U.S. DOT



ATCH-3: Require new development to include a connected system of public streets and pedestrian facilities. Consider updates to the UDO to clarify street frontage and connection requirements, especially along the Asheville Highway Corridor. This could be tied to a form-based code for this area.

ATCH-4: Plan for additional street connections in and near key activity centers. Additional street connections can disperse traffic and reduce the burden new development has on primary roadways.

ATCH-5: Invest in building transit ridership. Fixed-route transit provider Transylvania in Motion (TiM) began operating between Brevard and Rosman in early 2022. Though it will take time to grow, the City should help promote TiM to potential user groups and work with the County to increase ridership in this early period of operation. Potential users include citizens without access to a car, citizens who may choose transit in combination with other modes such as biking or walking, students, and visitors.

ATCH-6: Work with the County and the Land of Sky Rural Planning Organization (RPO) to pursue Federal funding for transit service to destinations within the National Forest.

ATCH-7: Explore partnerships for on-demand micro-transit service. An example is the new Via program in Wilson, North Carolina. Unlike a bus system, riders request a trip through an app or by phone.

LINK LAND USE WITH TRANSPORTATION

ATCH-8: Study available on-street and off-street parking capacity and utilization trends downtown and near key activity centers. Findings can inform policy changes, managing existing parking and prioritizing new on-street or off-street parking.

ATCH-9: Right-size parking requirements and develop incentives for multimodal access and alternative approaches to meeting parking demand. Parking is often seen as necessary in Brevard, but

Reducing Parking Demand

In addition to right-sizing, or in some cases eliminating, minimum parking requirements, cities can reduce parking demand with a range of programs and strategies including:

- Encouraging shared parking
- Increasing carpooling and transit usage
- Providing safe, comfortable biking and walking paths
- Allowing for a mix of uses in new development
- Encouraging housing near shops and services



surface parking lots are rarely fully utilized and are often not the highest and best use for a piece of land, especially downtown. Too much parking can also have the negative effect of making the city less walkable. An evaluation and potentially a reduction or elimination of minimum parking requirements for certain uses or in areas with adequate public or on-street parking is recommended.

ATCH-10: Consider multimodal transportation needs, including connectivity and access, during development design and approval process. Update requirements to consider other modes of travel during transportation impact analysis. Continue requiring bicycle parking for certain types of development. Through conditional zoning process, encourage connections to greenways, sidewalks, transit stops.

CONTINUALLY WORK TO IMPROVE SAFETY, COMFORT, AND CONVENIENCE FOR PEDESTRIANS ACROSS THE CITY.

ATCH-11: Prioritize pedestrians in Downtown and Major Activity Centers. While Downtown already benefits from a high level of pedestrian traffic, measures can always be taken to increase the pedestrian mode-share and improve pedestrian safety and comfort. Specific recommendations include:

- ▶ Evaluate and improve areas of high volume and unsafe pedestrian activity. Across the city, identify pedestrian crossing priorities, opportunities for mid-block crosswalks, new signalization, and potential for increased space between pedestrians and vehicular traffic.
- ▶ Identify sidewalks in need of repair/replacement and prioritize missing links in Downtown, Major Activity Centers and surrounding neighborhoods.
- ▶ Mitigate traffic congestion and improve pedestrian safety during high traffic volume periods (events, festivals, summer camp release weekends) by encouraging off-site parking. Explore partnering with event organizers and private providers (such as hotels) to utilize off-site parking with shuttle services for events.

ATCH-12: Ensure site plans include safe pedestrian access between public right-of-way and building entrance. Encourage enhancement to walkways such as lighting, landscape, and resting areas with furnishings.

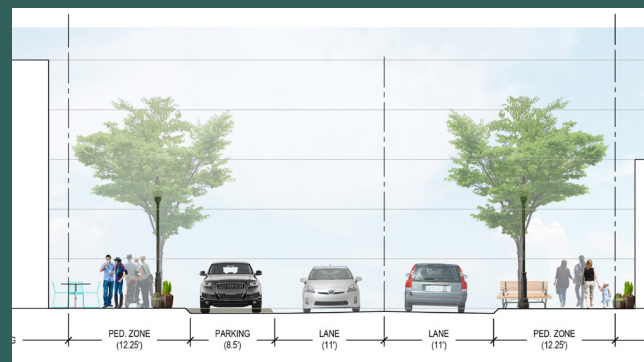
ATCH-13: Encourage a "park once" approach for accommodating visitors Downtown and in Major Activity Centers. This approach can reduce traffic and consolidate parking in certain areas.

- ▶ In the long term, a public parking deck downtown may provide a high-volume facility that can serve multiple areas and reduce the need for surface parking.
- ▶ The feasibility of a public parking lot in the King Street area should be studied.

ATCH-14: Update pedestrian wayfinding system. This includes adding wayfinding signage for the Estatote Trail greenway system.

Complete Streets

The City of Brevard has endorsed a "Complete Street" approach to transportation planning. This approach prioritizes the creation and design of a transportation network that allows safe and convenient travel along and across streets for all users, including pedestrians, bicyclists, persons with disabilities, seniors, children, motorists, and freight.



ATCH-15: Review and enhance City's approach to traffic calming. Update policies related to traffic calming. Policies should require a speed study and target low-volume neighborhood streets with high speeds. Potential treatments should be specified and include employ curb extensions and narrow travel lanes as preferred options.

CONTINUE DEVELOPMENT OF THE CITY'S TRAIL AND GREENWAY NETWORK.

ATCH-16: Complete priorities greenways including the Estatote Trail and the Ecusta Trail. Pursue grants and prioritize local funding to be used for key segments and/or matching grants.

ATCH-17: Encourage trail-oriented development and redevelopment in underutilized areas along the Ecusta Trail, Estatote Trail, and the rest of the Brevard Area Trail System. Consider developing trail-side development standards that help activate the edge of

properties adjacent to greenways. Standards could include establishing when pedestrian entryways and connections to the trail are required, minimizing blank walls in favor of windows, architectural detail or public art and site design criteria that discourages outdoor storage or trash storage along the trail.

MAINTAIN AND ENHANCE THE URBAN TREE CANOPY.

ATCH-18: Maintain Tree City USA designation.

- ▶ Fund community forestry programs and activities at a rate of least \$2 per capita.
- ▶ Continue ongoing activities including tree maintenance, management and plantings.
- ▶ Continue Arbor Day Proclamation and consider expanded events to include educational activities for K-12 schools.

ATCH-19: Maintain and improve diversity (age and species) of the urban tree canopy.

- ▶ Inventory street trees and trees on publicly owned

lands.

- ▶ Require native species as a percentage of plantings in new developments.
- ▶ Plan for and replace bradford pears on Main Street with an alternative species (preferably native).
- ▶ Utilize native plants in roadway plantings along Asheville Highway.

IMPROVE ACCESS TO HEALTHCARE AND HEALTHY LIVING RESOURCES.

ATCH-20: Support efforts to keep and improve health care services in Brevard.

ATCH-21: Consider incentives for new child care operations and/or physicians in the City.

ATCH-22: Support healthy initiatives including the Transylvania County Vision Zero initiative and Blue Zone Project activities related to the built environment, access to healthy foods and the establishment of community gardens.

Benefits of the Urban forest

The urban environment is comprised of both the built and natural components of people's surroundings. All trees and vegetation planted in our urban areas, regardless of if they are planted in a forested park, an individual's back yard, or along public rights-of-way, make up the urban forest that surrounds our community. The urban forest and its tree canopy provide critical cooling services for urban environments. Trees serve as natural shade structures that block the sun, remove various pollutants from the air, evaporate emissions, and remove and store carbon. Beyond the environmental benefits, there are countless physical human health benefits for people who spend their time in nature.

A growing body of scholarly research links exposure to nature to health promotion and disease prevention. The seminal work in this topic, conducted in 1984 by Ulrich, et al., determined that a patient's view through a window had an impact on recovery from surgery. Among the sample, patients with a view of a natural scene had shorter postoperative hospital stays, received fewer negative evaluative comments in nurses' notes, and took fewer painkillers than the other patients that viewed a brick wall (R. S. Ulrich, 1984). Since then, studies have continued to prove that spending time in nature reduces stress, improves cognitive function, lowers blood pressure, improves respiratory function, improves child development, and improves immune function.

Regardless of these benefits, urban areas often lose trees and green space as more development occurs. Increasing and maintain green infrastructure restores some of the natural processes required to create healthier urban environments. Despite its importance, the urban forest and its tree canopy are not always considered a critical piece of our urban environment. Like all other types of city infrastructure, the urban forest requires ongoing maintenance, monitoring, and regulation to maintain and maximize the benefits associated with it.



PARKS, NATURAL RESOURCES, & CULTURAL RESOURCES

MAINTAIN AND EXPAND PUBLIC PARKS AND PROGRAMMING.

PNRC-1: Maintain and improve existing parks.

- ▶ Continue improvements at Silversteen Park (parking lot underway, addition of splash pad and shelter planned).
- ▶ Consider opportunities to expand or connect to existing public parks and lands including Bracken Preserve.



Silversteen Park in the Historic Rosenwald Community is undergoing renovations including the addition of a parking lot to serve the park and the nearby Mary C. Jenkins Community and Cultural Center.

IMPROVE ACCESS TO RECREATION OPPORTUNITIES THROUGHOUT BREVARD.

PNRC-2: Continue remediation efforts and planning and design of improvements in Tannery Park to optimize opportunities for public use.

- ▶ Design and construct Estatoe trail connection through park.
- ▶ Explore partnerships with schools and non-profit organizations for programming, equipment and/or maintenance of new parks and facilities.

PNRC-3: Regularly review and update programming (coordinate with Transylvania County).

PNRC-4: Connections to and between parks.

Prioritize greenway and sidewalk connections that link neighborhoods to key recreational destinations.

ENCOURAGE PARKS AND OPEN SPACE IN NEW DEVELOPMENT.

PNRC-5: Require conservation design in areas with sensitive natural resources. Priorities include steep slopes, areas adjacent to Pisgah National Forest, riparian areas, floodplains, wetlands (and connected uplands), unique habitats and areas identified as Natural Heritage Natural Areas.

PNRC-6: Encourage natural amenities to be preserved as open space in new developments. Preserve primary viewsheds, scenic vistas, ridgelines and rare habitats. Incentivize new development to utilize parks and common spaces as organizing features in new development.

SUPPORT EXPANDED OUTDOOR RECREATION OPPORTUNITIES

PNRC-7: Partner with non-profits and the US Forest Service to improve access to Pisgah National Forest. This could include additional hiking and biking routes, transit service to key destinations in the forest, parking and/or wayfinding improvements.

PNRC-8: Improve access to the French Broad River. Prioritize a greenway connection to the French Broad River (potentially Hal Simpson Park). Partner with Transylvania County to improve existing river access facilities. Work with Conserving Carolina and landowners to locate additional canoe access along the river.

PNRC-9: Through the development review and approval process encourage private development to improve access to greenways, parks and public lands for the benefit of future residents and commercial tenants.



The forested ridges of Pisgah National Forest provide a backdrop to agricultural fields adjacent to the French Broad River.

PROTECT SENSITIVE LANDS AND RESTORE BIODIVERSITY.

PNRC-10: Preserve steep slopes and natural areas adjacent to Pisgah Forest. Continue to enforce steep slope and stream buffer requirements for new development. Coordinate with landowners and land trust to conserve strategic lands.

PNRC-11: Preserve and restore natural areas adjacent to the French Broad River. The health of the French Broad River system has been compromised for years. Consider system-specific riparian buffer requirements or incentives that expand buffer widths for key tributaries. Coordinate with landowners and land trusts to permanently preserve sections of the French Broad River floodplain. Encourage new development to set aside the floodplain as preserved open space. Study use of hazard mitigation grants for land purchase. Pursue partnerships and grants to restore floodplain forests and river cane breaks on riverbank properties.

PNRC-12: Monitor water quality throughout the French Broad River basin and evaluate steps to improve indicators.

- ▶ Coordinate with non-profits to establish 5-, 10-, and 25- year targets for river health indicators. Encourage the reestablishment native vegetation in the floodplain
- ▶ Partner with non-profit to determine feasibility and funding for a "trash trout" collector in a key tributary of the French Broad River.

PNRC-13: Encourage the use of native species in public projects and private developments.

- ▶ Evaluate current plant lists and requirements for buffers and other planting types. Consider a minimum amount of native plant material requirement (i.e. 25%).

PNRC-14: Support education programs aimed at increasing awareness of the impacts of urban development and agriculture on river health.

CELEBRATE, PRESERVE AND RESTORE HISTORICAL LANDMARKS.

PNRC-15: Continue participating in North Carolina Historic Preservation Office's Certified Local Government (CLG) program via the Transylvania County Joint Historic Preservation Commission.

PNRC-16: Update historical architectural survey.

The new survey will be used to identify historic structures worthy of preservation and protection. Utilize local landmark designation for individual buildings, structures, sites, areas, or objects that have historical, architectural, archaeological, or cultural value.

PNRC-17: Promote State and Federal tax credits for contributing structures in National Register Historic District. Develop awareness programs about tax credits and other funding opportunities for the rehabilitation/reuse of historic properties. Develop awareness that owners of local landmarks are eligible to apply for an annual 50% property tax referral as long as the property's historical integrity is maintained. Educate property owners on the ability to combine historic tax credits, low-income housing tax credits, and new market tax credits.

PNRC-18: Explore new funding mechanisms to expand programs for educational activities, small grants, acquisition of properties, walking tours, publications, conferences, and other uses.

PNRC-19: Consider utilizing a small historic preservation sales tax to generate funds to be used within the Main Street Historic District.



**SUPPORT ARTS AND CULTURE ORGANIZATIONS
 AND ENCOURAGE YEAR-ROUND PROGRAMMING
 AVAILABLE TO RESIDENTS AND VISITORS.**

PNRC-20: Invest in public infrastructure and facilities, as well as the operations and maintenance necessary to support festivals and cultural events occurring in Downtown public spaces.

PNRC-21: Continue to partner with Brevard College and the Brevard Music Center to offer off-season programs and events.

PNRC-22: Establish a dedicated, permanent City Farmers Market location.

PNRC-23: Create opportunities for arts and cultural programming, public art, sculptures, and murals throughout the City.



Music events, including those at the Brevard Music Center bring thousands of visitors to the area and reinforce the City's identity as a cultural destination.



ECONOMIC DEVELOPMENT, INFRASTRUCTURE, & RESILIENCY

CONTINUE INVESTMENT IN UTILITIES AND PUBLIC INFRASTRUCTURE.

EDIR-1: Consider long-term financial impact of annexation and service decisions.

EDIR-2: Pursue upgrades to the public water and sewer system. Prioritize updates to the wastewater treatment plant to accommodate growth and maintain water quality in the French Broad River. Budget and pursue grants to address infiltration and inflow in the sewer system, serve areas with aging septic tanks, replace water tanks and key transmission infrastructure, and locate a new water intake downstream.

EDIR-3: Encourage building and site upgrades Downtown and in other key commercial areas. Consider expansion of existing facade grant program to expand to include building upfits and/or outdoor seating improvements.

EDIR-4: Work to resolve underutilized upper levels in downtown structures due to inadequate water pressure required to operate emergency sprinkler systems. Consider use of CDBG funds or other small grants program to assist with building-specific pump systems. Alternatively, the City may consider pressure zone enhancements to improvement water pressure in elevated areas across larger portions of the Downtown.

EDIR-5: Prioritize street and sidewalk repairs based on recent condition assessments.



Street and sidewalk maintenance is an important function of the Streets Division within the Department of Public Works. A recent condition assessment is available to prioritize repaving efforts.

EDIR-6: Evaluate potential funding sources for infrastructure improvements in key activity centers, including the use of Tax Increment Finance (TIF) districts.

IMPROVE STORMWATER MANAGEMENT AND INFRASTRUCTURE TO ACCOMMODATE INCREASED RAINFALL EVENTS.

EDIR-7: Update City's Stormwater Management Plan (2007).

EDIR-8: Where possible, encourage and incentivize the use of low-impact development and green stormwater infrastructure (GSI) techniques to manage stormwater.

EDIR-9: Consider long-term ways to fund stormwater infrastructure and maintenance (impervious surface based fee).

EDIR-10: Consider/evaluate built-upon regulations to allow for adequate infiltration in different zoning districts.

EDIR-11: Continue investment in upgrades to stormwater infrastructure downtown and in strategic growth areas.

DIVERSIFY AND ENHANCE BREVARD'S ECONOMIC IMPACT TO SUPPORT WORKERS AND BUSINESSES.

EDIR-12: Coordinate with Transylvania Economic Alliance to encourage business retention, expansion and recruitment.

EDIR-13: Consider designation of one or more social districts to encourage the food and beverage cluster.

EDIR-14: Identify and market sites for low-impact industrial operations. The loss of manufacturing operations has had a negative impact on the variety of employment opportunities in the City, and many locals travel elsewhere to find wages that support the cost of living in Brevard. New operations with high wage should be a target for recruitment to diversify employment opportunities and support residents.

EDIR-15: Implement best practices of sustainable tourism. Continue to coordinate with Transylvania



Looking Glass Falls and other natural attractions within Pisgah National Forest cause an influx in tourists during the summer and fall. Coordination with the Forest Service and other entities is needed to improve infrastructure and support sustainable tourism.

Always on sustainable tourism initiatives, and revisit/update sustainability performance indicators from 2017 assessment.

EDIR-16: Promote "triple-bottom-line" sustainability with equal emphasis on economic, environmental, and social impacts. Assist businesses with managing waste, conservation of water and energy, sustainable sourcing of goods and services. Highlight local businesses that are active in the community and those that are minority-owned. Create an awards program to highlight local businesses that implement best practices in sustainability.

ADDRESS THE IMPACTS OF A CHANGING CLIMATE.

EDIR-17: Reduce the City's carbon and ecological footprint.

- ▶ Pursue LEED certification or equivalent for new government buildings.
- ▶ Consider cost effective alternative energy projects to support government activities.
- ▶ Encourage the use of electric vehicles and micro-mobility such as scooters, e-bikes and golf carts.

EDIR-18: Incorporate climate resiliency considerations into City strategic planning initiatives and investments with a focus on vulnerability to flooding, landslides, and extreme weather.



3 COMMUNITY ENGAGEMENT



The City of
Brevard
North Carolina



COMMUNITY ENGAGEMENT

Role of the Community

The best plans are those that represent the community. Citizen participation helps answer "Where do we want to go?" Input was used to define priorities in this plan and should guide staff work plans and budget expenditures in years to come.

Community engagement initiatives for this plan began in November 2020 and continued throughout the planning process. Citizens with a broad perspective of views and values were engaged through multiple ways including: stakeholder interviews, two community surveys, drop-in events, public meetings, steering committee meetings, and a public hearing.

PUBLIC ENGAGEMENT

Who was involved?

Public engagement for the 2030 Comprehensive Land Use Plan aimed to reach as many people as possible. Public engagement occurred in two different initiatives to develop this Plan. The first initiative ran from October 2020-December 2020. This initiative included the following engagement opportunities:

- ◆ Virtual Kickoff
- ◆ Drop-In Events
- ◆ Two Stakeholder meetings
- ◆ Public Survey

The second initiative began in November 2021. During this initiative, the following engagement opportunities occurred:

- ◆ Kickoff meeting and Community Tour
- ◆ **4** Steering Committee meetings
- ◆ Five 1-hour Stakeholder Focus Group meetings
- ◆ City Council meetings and discussions
- ◆ Public Survey
- ◆ Two Public Workshops

A summary from both initiatives can be found in this Chapter and more information is in the Appendix.



Steering Committee

The City's Planning Board acted as the Steering Committee during the process. They met 5 times over the course of the project to provide direction and input for the Plan.

Stakeholder Focus Group Meetings

A series of five one-hour long focus group sessions were conducted with stakeholders early in the process. Each stakeholder group provided insight of a variety of topics including, housing, infrastructure, parks & recreation, transportation, culture, education, and economic development.

Building Brevard Public Workshops

Four public workshops were held August - October in 2022. Input is summarized beginning on page 63.

SURVEY
RESPONSES

1000+



STAKEHOLDERS

34+

Stakeholder Interview Summary

Stakeholder interviews were conducted in five one-hour sessions with people with a variety of backgrounds over the course of one day in March 2022. This informal meeting provided significant assistance to the project team through identifying the city's current conditions, future projects, and community priorities.

The top comments from each stakeholder session have been organized into planning topics below.



Themes	What we heard
Housing	The demand for affordable and workforce housing in Brevard is high.
Economic Development	Tourism has had both positive impacts on the local economy. More diversity in the local economy needed. Housing is key to attracting and retaining talented employees.
City services, infrastructure, utilities	Water pressure issues in downtown is prohibiting the use of upper stories. Powell bill funding going towards street maintenance. There is a lot of deferred maintenance (i.e. sidewalks, curb cuts, drainage, and stormwater needs).
Downtown	Recent support and outreach to downtown businesses during Covid. Downtown Master Plan is a great plan, but there are limited mechanisms and funding for implementation. Many buildings in downtown have underutilized upper stories. Incentives are needed for redevelopment in and around downtown.
Parks, Recreation, and Culture	There have been several park improvements including the addition of a skate park and a dog park. There is significant support for Ecusta Trail. Brevard has two National Register districts and partners with the County's Historic Preservation Commission.
Transportation	The new Transylvania in Motion fixed route has 30 stops and is seeking to expand service to include weekend service and service to scenic areas. There is a demand to increase biking infrastructure and encouragement activities.
Diversity, Equity, and Inclusion	There is a need to expand representation of the Rosenwald community and the Hispanic community in engagement efforts and governmental activities. There is a significant population that is food insecure.

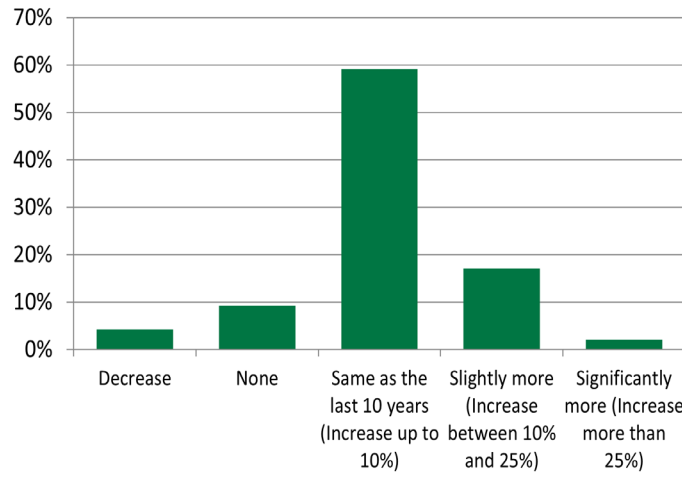
Public Surveys

Each of the two engagement initiatives had a community input survey. The first survey included questions about the community's priorities for the next 10-20 years. While the second survey asked about how much the current goals had been met and what goals were still relevant.

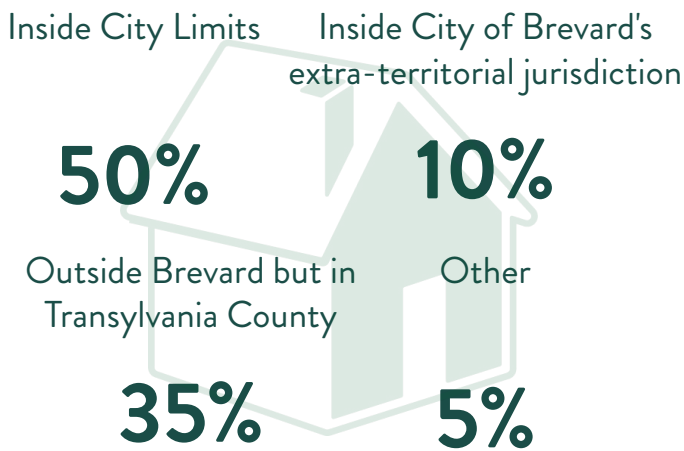
First Public Survey

The first survey began in the fall of 2020 and included 20 questions. Out of the 800 responses, 600 responded to the demographics questions. Half of the people who took the survey live inside Brevard's city limits and have lived here for less than 10 years. Nearly 25% of people who took the survey have an annual household income between \$75,000 and \$99,999.

How much growth is appropriate over the next 10 years?



Where do you live?

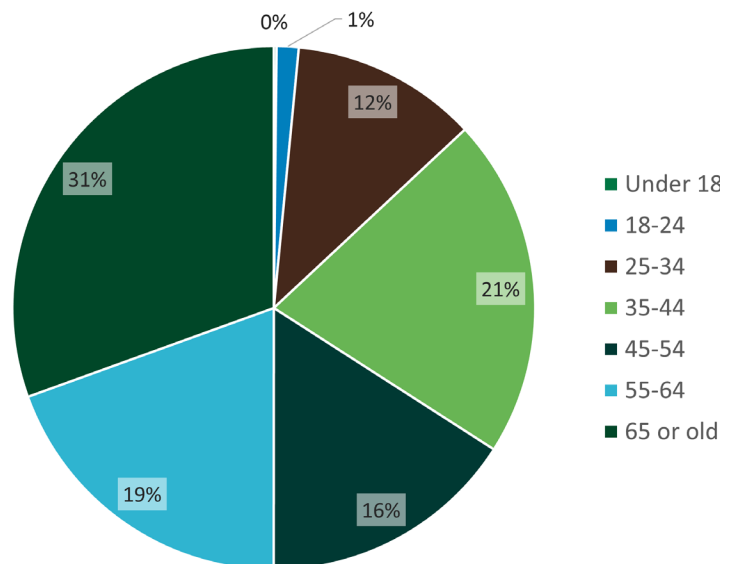


Length of Residence

50%

have lived in Brevard less than 10 years

Age



Vision and Priorities

This section shows the results from the visions questions from the first public survey. The results are categorized by topic, for the full results from the survey please see the Appendix.

VISIONS

GROWTH

- ◆ Preserve what currently exists
- ◆ Attract new businesses
- ◆ Attract specific types of development

ECONOMIC DEVELOPMENT

- ◆ Regulate certain land uses to guide development
- ◆ Improve outdoor recreation opportunities
- ◆ Attract industries that have not traditionally been a part of the employment base

DOWNTOWN

- ◆ A walkable/bikeable downtown that is vibrant and inviting with a mix of uses
- ◆ Support preservation of older historic and architecturally relevant structures
- ◆ Businesses downtown are open and inviting and serve as anchors
- ◆ Create a gateway into downtown by creating an attractive streetscape

TOURISM

- ◆ Connect downtown Brevard to Pisgah with trails
- ◆ Provide more opportunities to access outdoor recreation
- ◆ Connect downtown Brevard to Pisgah with bicycle friendly roadways

PRIORITIES

PLANNING TOPICS

- ◆ Natural Resources
- ◆ Economic Development
- ◆ Land Use
- ◆ Housing
- ◆ Health

WHAT DOES BREVARD NEED MORE OF?

- ◆ Ecusta Trail
- ◆ Brevard Area Trail
- ◆ Affordable Housing
- ◆ Bike Lanes

HOUSING

- ◆ Single-family homes
- ◆ Multi-family dwellings/apartments (3 or more units)
- ◆ Subsidized housing
- ◆ Duplexes
- ◆ Senior / assisted living

LAND USE PRIORITIES

- ◆ Local businesses
- ◆ Open space / natural area protection
- ◆ Outdoor recreation
- ◆ Professional, educational, or medical services
- ◆ Restaurants



Second Public Survey

The second public survey ran from April 25, 2022 to August 31, 2022. The survey included four questions, questions included a ranking question about the importance of the proposed goals, top priority two goals, any additions to the goals, and a question about achieving the goals. The survey received 237 responses.

RANK EACH OF THE PROPOSED GOALS FOR THE BUILDING BREVARD COMPREHENSIVE LAND USE PLAN.

- #1

Celebrate Brevard's natural resources through conservation of environmentally sensitive areas, improved access to (outdoor) recreation, and restoration of ecosystems.
- #2

Encourage a development pattern that respects Brevard's sense of place and small-town charm, supports a vibrant downtown, and prioritizes livable communities.
- #3

Expand housing opportunities for all residents while preserving the character of Brevard and its neighborhoods.
- #4

Plan for efficient, equitable, and resilient infrastructure and services that maintain and improve quality of life throughout the city.
- #5

Create a built environment that prioritizes a safe, active transportation system and community health and wellness.
- #6

Support economic vitality and grow the tax base, cultivate local businesses, attract sustainable industry, and support tourism.
- #7

Integrate arts, culture and history into community life and build on Brevard's identity as a dynamic year-round destination to live, work, lay and create.

PRIORITY GOALS

- Expand housing opportunities for all residents while preserving the character of Brevard and its neighborhoods.
- Celebrate Brevard's natural resources through conservation of environmentally sensitive areas, improved access to (outdoor) recreation, and restoration of ecosystems.

The top two priority goals from the survey were related to expanding housing opportunities and conserving environmentally sensitive areas.

THEMES OF OPEN ENDED RESPONSES

Themes
- Affordable / workforce housing - Concern about tourism: “Destination” vs quality of life for full-time residents - Transportation improvements (bike lanes, greenways, roads, maintenance, transit, safety) - Limit growth, preserve small town feel - Trails and outdoor recreation - Diversify economy (not just tourism) - Conservation of natural resources (diverse set of comments, including streets trees to concern about carrying capacity of public lands)

Public Workshops

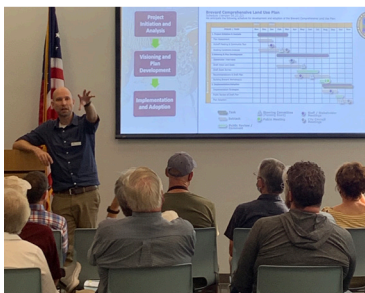
Four public meetings were held to allow community participation in the planning process via informational materials, feedback activities, and small group discussions to gather input on in the early stages of the project and then feedback on draft materials. There were several feedback activities: Housings Preferences dot exercise, Downtown Priorities dot exercise, a Draft Goals comment board, a Draft Future Land Use map of the City of Brevard, a Draft Future Land Use map of the Asheville Corridor (US 64). The activities encouraged participants to indicate their thoughts and reactions to the Draft Goals and FLUM. The meeting also included comment cards that asked for public comment on four different topic areas.

August 25, 2022, 5:30 – 7:00 pm
Transylvania County Library

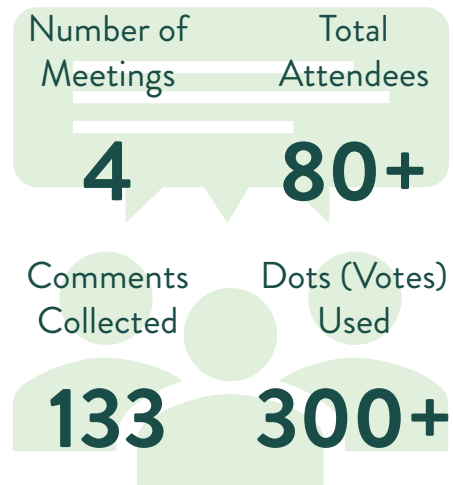
August 26, 2022, 8:00 – 9:30 am
Depot Park Meeting Room

August 26, 2022, 4:00 – 5:30 pm
Oscar Blues Brewery

October 6, 2022, 6:30 – 8:00 pm
Bethel A Baptist Church



Workshop Participation



Summary of Input

Participants were concerned about housing affordability and variety. A number of comments, in addition to the preference voting, showed a desire for some higher density housing options and infill development. There was support for 3-4 story live-work units, townhomes and small-scale and low-rise apartments or condos. There were mixed feelings for very large structures (over 5 stories) with the greatest number of votes wanting these only in some places. Front loaded townhomes received the least votes. Housing related comments also featured short-term rental regulations needed to preserve housing for permanent residents and the local workforce and concern about transitions between new development and existing residences.

Improving the active transportation network in Brevard was also a priority. Providing safer crossings, closing sidewalk gaps, completing planned greenways, and resolving issues at common conflict points were mentioned. Connecting Brevard to Asheville through public transit was also mentioned.

Downtown Priorities

The top five downtown priorities were:

- ◆ Residential Options/Infill
- ◆ Shared Street Concept
- ◆ Historic Preservation/Rehabilitation
- ◆ Crosswalk Improvements
- ◆ Street Trees & Stormwater Management

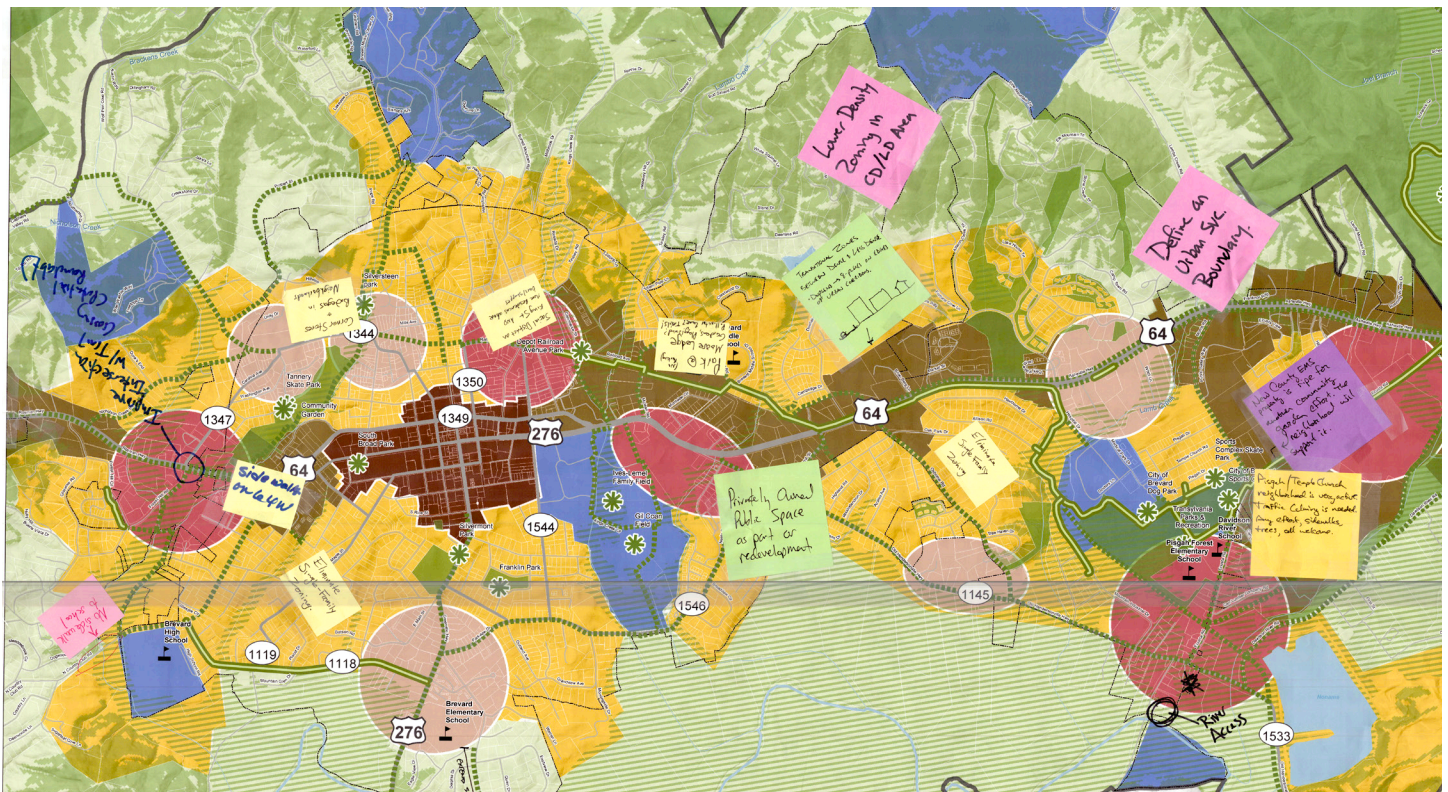
Housing and Development Preference

The Housing and Development voting exercise offered participants the option to vote on eight different housing typologies and whether they would or would not like to see these developments around Brevard, or maybe in certain locations in the City.

Participants preferred the development options in the middle of the density options provided. Single family homes and apartments / mixed use buildings over 4 stories received some of the least number of total votes.



DRAFT FUTURE LAND USE MAP COMMENTS



Additionally, front-loaded townhomes and small-scale apartments had the least “like” votes and the most “dislike” votes.

The most popular of the housing options were the live/work units and mixed used buildings at three to four stories. Alley loaded townhomes and small-scale apartments was the second most preferred option. Tied for the third preferred options were low-rise attached residential apartments and mixed residential at a single family scale, which is du-, tri-, and quadplexes.

HOUSING PREFERENCES

<i>Development Type</i>	<i>Yes</i>	<i>No</i>	<i>Maybe</i>
Live/work units and mixed use buildings 3-4 stories	32	1	3
Attached residential townhomes and small-scale apartments alley loaded	22		1
Low-rise attached residential apartments	20	1	1
Mixed residential at single-family scale	20		1
Single family detached	11	2	
Apartments or mixed use buildings 4-5 stories	6	2	2
Apartments or mixed use buildings 5+ stories	5	5	8
Front loaded townhomes and small scale apartments	2	7	1
	118	18	17

Themes from the Rosenwald Community Meeting

- ◆ Need to preserving neighborhood character
- ◆ Basics like jobs, transportation, and drainage are more important than parks and walking trails
- ◆ Concerns of long-time residents should be prioritized
- ◆ Downtown shopping/dining does not fulfill local needs
- ◆ Historic/cultural identity is threatened by neighborhood changes, incoming developers and speculators





4 IMPLEMENTATION



The City of
Brevard
North Carolina



The success of the Comprehensive Plan rests on the ability of the local, regional, and state entities to carry out the recommendations laid out in this Plan. The Action Plan presented here aims to outline the priorities and timing of steps to achieve the goals defined during the planning process.

These steps are listed in by the eight goals, with general action steps that do not pertain to any particular goal are pulled to the front. Each action item is listed with an approximate time frame, estimated costs and level

of effort, and the recommendation in this document supported by the action. Timing and estimated costs are defined in the bottom row of each table.

The Action Plan is not written in stone; it is a living document that should be evaluated on an annual basis to ensure that the next steps taken meet the priorities and needs of the City of Brevard. Coordination between various departments within the City, regional, and state organizations should be included in the annual evaluation of the Action Plan and in the implementation of action items within their purview and jurisdiction.

G. General Action Steps. These represent overall steps that are not associated with a particular goal.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Amend the Unified Development Ordinance (UDO) to support implementation of the Comprehensive Land Use Plan. » Collaborate with the City Council and Planning Board to determine and advance priorities.	LUH-1	Ongoing	\$
B. Prepare an annual report to outline progress made toward implementing key goals from the Land Use Plan.	LUH-1	Short Term	\$
C. Evaluate rezoning requests based on the Future Land Use Map and character area descriptions. » Update Future Land Use Map if rezonings necessitate a map amendment.	LUH-2	Ongoing	\$
D. Update the Comprehensive Land Use Plan every 5-7 years and amend the plan as needed.	LUH-3	Long Term	\$\$

Time Frame Key: Short Term=1 - 2 Years, Medium Term=2-3 Years, Long Term=3+ Years

Cost Key: \$ = Staff time or less than \$25k, \$\$ = Additional Staff or \$25-100k, \$\$\$ = Multiple Additional Staff or >\$100k, \$\$\$\$ > \$500k

1 • Expand housing opportunities for all residents while preserving the character of Brevard and its neighborhoods.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Encourage growth and density that takes advantage of existing infrastructure. » Identify areas appropriate for new housing. » Create incentives and remove barriers for small and medium scale attached housing types.	LUH-4 & 5	Ongoing	\$
B. Remove barriers to missing middle housing. » Adjust parcel density allowances to allow for "missing middle" housing types in all zoning districts with defined standards.	LUH-11 & 12	Phase 1: Short Term Phase 2: Medium Term	\$
C. Utilize Housing Trust Fund (HTF) to increase supply of affordable and workforce housing. » Update bylaws. » Implement funding mechanisms to increase contributions. » Pursue partnerships that lead to new affordable and workforce units.	LUH-13	Short Term and Ongoing	\$\$
D. Evaluate and establish incentives and policies to support workforce and affordable housing.	LUH-15	Short Term	\$
E. Evaluate City-owned land for divestment and developer agreements that lead to affordable and workforce housing.	LUH-14	Long Term	\$\$
F. Increase preservation and rehabilitation of existing affordable housing, including homeowner and rental assistance programs.	LUH-13 & 16	Short Term (Pilot Program)	\$\$
G. Monitor impacts and consider additional regulations for short-term rentals.	LUH-17	Ongoing	\$

Time Frame Key: Short Term=1 - 2 Years, Medium Term=2 - 3 Years, Long Term=3+ Years

Cost Key: \$ = Staff time or less than \$25k, \$\$ = Additional Staff or \$25-100k, \$\$\$ = Multiple Additional Staff or >\$100k, \$\$\$\$ > \$500k

2. Encourage a development pattern that respects Brevard's sense of place and prioritizes livable communities.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Evaluate and amend development ordinances to remove barriers for infill development. » Evaluate and adjust dimensional and design requirements. » Enact amendments to steep slope ordinance.	LUH-4, 9 & 24	Ongoing	\$\$
B. Evaluate existing built-form and determine long-term vision for Downtown development. » Update the current Downtown Parking Study. » Establish form-based code for Downtown and update architectural standards.	ATCH-11, LUH-7 & 8	Short Term	\$
C. Establish form-based code or overlay for Asheville Highway Corridor and Pisgah Forest area.	LUH-10	Medium Term	\$\$
D. Encourage creation of well-design complete and cohesive neighborhoods. » Update the Traditional Neighborhood Development standards in the UDO. » Evaluate potential limits to scale and massing in some areas.	LUH-20	Medium Term	\$
E. Incorporate flexible zoning standards and simplified approvals for camps, campuses, and institutions.	LUH-23	Medium Term	\$
F. Consider the creation of a new district or overlay and/or evaluate additional incentives to encourage conservation design in areas with sensitive environmental resources.	LUH-24 & 25	Short Term	\$

Time Frame Key: Short Term=1-2 Years, Medium Term=2-3 Years, Long Term=3+ Years

Cost Key: \$ = Staff time or less than \$25k, \$\$ = Additional Staff or \$25-100k, \$\$\$ = Multiple Additional Staff or >\$100k, \$\$\$\$ > \$500k

3. Ensure fairness and equity in providing for the health, safety, and welfare of all citizens and groups.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Conduct additional outreach and small area planning to evaluate additional development standards to preserve neighborhood character in certain areas. » Revise (as needed) and implement existing small area plans that were not adopted by Council.	LUH-18, 19 & 21	Medium Term	\$
B. Consider participatory budgeting for a portion of neighborhood funding.	LUH-22	Long Term	\$
C. Improve online tools for citizens by upgrading online platforms.	LUH-19	Short Term	\$
D. Increase capacity of the City and planning department to enhance communication and engagement with citizens.	LUH-19	Medium Term	\$\$

Time Frame Key: Short Term=1-2 Years, Medium Term=2-3 Years, Long Term=3+ Years

Cost Key: \$ = Staff time or less than \$25k, \$\$ = Additional Staff or \$25-100k, \$\$\$ = Multiple Additional Staff or >\$100k, \$\$\$\$ > \$500k

4. Create a built environment that prioritizes a safe, active, multi-modal transportation system and community health and wellness.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Coordinate with NCDOT on planned transportation projects to improve conditions for all modes of travel.	ATCH-1	Ongoing	\$
B. Implement the Brevard Bicycle and Pedestrian Master Plan improve neighborhood connections to existing and planned sidewalks and greenways and address pedestrian priorities Downtown and in Major Activity Centers.	ATCH-2 & 11	Medium – Long Term	\$\$\$
C. Support increased transit options and ridership. » Promote TiM transit routes. » Pursue funding for transit service to destinations within Pisgah National Forest.	ATCH-5 – 7	Short – Long Term	\$-\$\$\$
D. Right-size parking requirements through UDO updates.	ATCH-9	Medium Term	\$
E. Refine requirements or develop incentives for multimodal access in new developments.	ATCH-10	Long Term	\$
F. Require new development to include a connected system of public streets and pedestrian facilities. » Consider updates to the UDO to clarify street frontage and connection requirements, especially along the Asheville Highway Corridor.	ATCH-4	Medium Term	\$
G. Encourage a “park once” approach for accommodating visitors. » Study public parking improvements downtown and near the Lumber Yard.	ATCH-13	Short – Long Term	\$\$\$

Time Frame Key: Short Term=1-2 Years, Medium Term=2-3 Years, Long Term=3+ Years

Cost Key: \$ = Staff time or less than \$25k, \$\$ = Additional Staff or \$25-100k, \$\$\$ = Multiple Additional Staff or >\$100k, \$\$\$\$ > \$500k

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
H. Improve Greenway connections throughout the City. » Finish main spine of Estatoe Trail. » Construct the Pedestrian Bridge over Davidson River » Plan for and complete Ecusta Trail.	ATCH-16	Short – Long Term	\$\$\$
I. Maintain Tree City USA designation and maintain and improve the urban tree canopy.	ATCH-18 & 19	Ongoing	\$\$
J. Tree inventory for street trees and public properties.	ATCH-19	Medium Term	\$
K. Evaluate requirements and incentives for native plants.	ATCH-19, PNRC-11 & 13	Medium Term	\$
L. Consider incentives for new child care operations and/or physicians in the City.	ATCH-21	Medium Term	\$
M. Support healthy initiatives including the Transylvania County Vision Zero initiative and Blue Zone Project activities.	ATCH-22	Ongoing	\$

Time Frame Key: Short Term=1-2 Years, Medium Term=2-3 Years, Long Term=3+ Years

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5. Celebrate Brevard’s natural resources through conservation of environmentally sensitive areas, improving access to recreation, and restoration of native ecosystems.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Require conservation design in areas with sensitive natural resources. » Maintain flexibility in lots size and consider additional incentives for low-density conservation design.	LUH-25, PNRC-5	Ongoing / Short Term	\$
B. Maintain and improve existing parks.	PNRC-1	Ongoing	\$\$\$
C. Increase capacity to plan for, construct and maintain park and trail facilities.	PNRC-1 & 4	Medium Term	\$\$
D. Continue remediation efforts and planning and design of improvements in Tannery Park.	PNRC-2	Medium Term	\$\$
E. Improve connections between parks, access to Pisgah National Forest and to the French Broad River.	PNRC-4 & 7	Medium – Long Term	\$\$\$
F. Preserve and restore sensitive lands including natural areas adjacent to Pisgah Forest and the French Broad River.	PNRC-10 & 11	Long Term	\$\$\$
G. Monitor water quality throughout the French Broad River basin and evaluate steps to improve indicators. » Collaborate with non-profits to develop and monitor river health indicators. » Encourage reestablishment of native vegetation in the floodplain. » Determine feasibility of a “trash trout” collector in a key tributary of the French Broad River.	PNRC-12	Medium Term	\$
H. Encourage the use of native species in public projects and private developments.	PNRC-13	Ongoing	\$

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6. Integrate arts, culture, diversity, and history into everyday life and build on Brevard's identity as a dynamic community to live, work, play and create.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Invest in public infrastructure and facilities, as well as the operations and maintenance necessary to support festivals and cultural events occurring in Downtown public spaces.	PNRC-20	Ongoing	\$\$
B. Continue to partner with Brevard College and the Brevard Music Center to offer off-season programs and events.	PNRC-21	Ongoing	\$
C. Establish a dedicated, permanent City Farmers Market location.	PNRC-22	Medium Term	\$\$\$
D. Create opportunities for arts and cultural programming, public art, sculptures, and murals throughout the City.	PNRC-23	Medium Term	\$\$
E. Update historical architectural survey.	PNRC-16	Short Term	\$
F. Explore new funding mechanisms and activities related to historic preservation.	PNRC-18 & 19	Long Term	\$\$

Time Frame Key: Short Term=1-2 Years, Medium Term=2-3 Years, Long Term=3+ Years

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7. Support economic vitality and grow the tax base, cultivate local businesses, and attract sustainable industry.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Evaluate current standards for building height downtown. » Add height minimums in the DDOD (i.e., 2 story minimum). » Consider allowance for additional height (i.e., an additional story or two) in certain areas.	LUH-7 & 8	Short Term	\$
B. Consider expansion of existing façade grant program to include building upfits and/or outdoor seating improvements.	EDIR-3	Medium Term	\$\$
C. Refine process for analyzing the long-term financial benefits and costs of annexation petitions.	EDIR-1	Medium Term	\$
D. Consider designation of one or more social districts to encourage the food and beverage cluster.	EDIR-12	Medium Term	\$
E. Coordinate with Transylvania Economic Alliance to encourage business retention, expansion and recruitment and identify and market sites for low-impact industrial operations.	EDIR-11 & 13	Ongoing	\$

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8. Plan for efficient, equitable, and resilient infrastructure and services that maintain and improve quality of life throughout the city.

Action	Plan Reference	Time Frame	Est. Cost / Level of Effort
A. Wastewater Treatment Plant Upgrades.	EDIR-2	Short Term	\$\$\$\$
B. Prioritize street and sidewalk repairs based on recent condition assessment.	EDIR-5	Medium Term	\$\$\$
C. Update the City's Stormwater Management Plan and associated list of projects.	EDIR-6	Medium Term	\$\$
D. Establish long-term funding for stormwater infrastructure and maintenance. » Implement a stormwater fee.	EDIR-8 & 10	Short – Long Term	\$\$
E. Continue investment in upgrades to stormwater infrastructure downtown and in strategic growth areas.	EDIR-10	Ongoing	\$\$\$
F. Consider / evaluate built-upon area regulations to allow for different zoning districts.	EDIR-9	Medium Term	\$
G. Annually review actions to reduce the City's carbon and ecological footprint.	EDIR-16	Ongoing	\$\$

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BREVARD LAND USE PLAN



**COMMENT OF CONSISTENCY WITH COMPREHENSIVE PLAN
AND ANY OTHER OFFICIALLY ADOPTED APPLICABLE PLANS**

NCGS 160D-604 requires that the Planning Board shall advise and comment on whether the proposed amendment is consistent with any comprehensive plan prior to consideration by the Governing Board. The Planning Board shall provide a written recommendation to the Governing Board that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with the Comprehensive Plan shall not preclude consideration or approval of the proposed amendment by the Governing Board.

North Carolina General Statute 160D-501 requires an adopted and reasonably maintained comprehensive plan as a condition of adopting and applying zoning regulations. This plan must serve as the guiding document for all planning, zoning and development decisions made by the Governing Board.

The Brevard Planning Board forwards this recommendation to City Council with a finding that the proposed Comprehensive Land Use Plan, *Building Brevard 2030*, is **reasonable** and **consistent** with the elements of the 2002 Future Land Use Plan and 2015 Comprehensive Plan. The draft plan addresses many of the same topics as these previous planning documents, such as livable communities, economic development, and environmental health, but is updated to reflect Brevard's ever-changing urban fabric and the evolving needs of its community.