

TOWN OF WAYNESVILLE

Planning Board

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

Development Services
Director
Elizabeth Teague

Planning Board Members

Susan Teas Smith (Chairman)
Gregory Wheeler (Vice Chair)
Stuart Bass
R. Michael Blackburn
H.P. Dykes, Jr.
Ginger Hain
Don McGowan
Marty Prevost
John Thornton Thomas

Special Called Meeting Town Hall, 9 South Main Street, Waynesville, NC 28786 Monday, August 16, 2021 5:30 PM

A. CALL TO ORDER

- 1. Welcome/Calendar/Announcements
- 2. Adoption of Minutes
 - July 26, 2021 Special Called Meeting as presented (or as amended)

B. BUSINESS

- 1. Continued Planning Board discussion of work tasks and priorities for the coming year:
 - Suggested revisions to Sign Ordinance to accommodate school signs;
 - Railroad Corridor Study Initiation
 - Planned Unit Development Standards (PUD) for alternative development to adjoined townhomes

C. PUBLIC COMMENT/CALL ON THE AUDIENCE

D. ADJOURN



TOWN OF WAYNESVILLE Planning Board

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

Susan Teas Smith (Chairman) Gregory Wheeler (Vice) Stuart Bass R. Michael Blackburn Development Services
Director
Elizabeth Teague

H.P. Dykes Jr. Ginger Hain Don McGowan

Marty Prevost

Tommy Thomas

MINUTES OF THE TOWN OF WAYNESVILLE PLANNING BOARD Special Called Meeting

Town Hall – 9 South Main St., Waynesville, NC 28786 July 26, 2021

THE WAYNESVILLE PLANNING BOARD held a Special Called Meeting July 26, 2021, at 5:30 p.m. in the board room of the Town Hall, 9 South Main Street, Waynesville, NC. 28786

A. CALL TO ORDER

1. Welcome/Calendar/Announcements

The following members were present:

Gregory Wheeler (Vice Chairman)

Stuart Bass

Marty Prevost

Tommy Thomas

Don McGowan

Michael Blackburn

The following Board members were absent:

Susan Teas Smith (Chairman)

Ginger Hain

Bucky Dykes

The following staff members were present:

Elizabeth Teague, Development Services Director

Byron Hickox, Land Use Administrator

Kathy Johnson, Deputy Clerk

Ron Sneed, Attorney

The following media were present:

Tom Lotshaw, Mountaineer

Vice Chairman Gregory Wheeler called the meeting to order at 5:34 pm and welcomed everyone and asked Development Services Director Elizabeth Teague to go over the calendar.

Ms. Teague explained that Chairman Smith would be absent due to an injury. She thanked Vice Chairman Gregory Wheeler for sitting in for Ms. Smith.

The Board of Alderman delayed appointments to their Boards and Commissions until July 27, 2021. Ms. Teague explained the Planning Board will postpone the election of Planning Board Chair and Vice Chair to the regular August meeting.

Ms. Teague reminded everyone to hold all public comment that does not pertain to the Hearing on rezoning until the end of the meeting and asked that anyone who would like to participate in the public comment potion to please sign in.

2. Adoption of Minutes

Mr. Wheeler asked the Board to review the May 26th minutes.

A Motion was made by Board Member Don McGowan and seconded by Board Member Tommy Thomas to approve the minutes of the May 26, 2021 board meeting as presented (or amended). The Motion carried unanimously.

B. BUSINESS

1. Public Hearing to consider a zoning map amendment request at 1426 Howell Mill Road, PINs 8616-94-1485 and 8616-94-1047, from Commercial Industrial to Racoon Creek Neighborhood Residential

Vice Chairman Gregory Wheeler read the protocols for the legislative proceeding for a zoning map amendment and explained that the planning board is tasked with making a recommendation to the Board of Aldermen regarding a change to the town's official zoning map. This is not a decision on a particular project or site plan, but rather a change to a property's zoning classification. Any project impacted by this application could come before the Planning Board as part of a Quasi-Judicial proceeding in the future. He cautioned fellow board members to focus on the zoning amendment application at hand and the consistency with the town's adopted Land Use Plan. He also asked the board members not to comment on any future site plan applications that the Planning Board has not yet received. He asked if anyone had any questions. There were none.

Vice Chairman Wheeler asked Ms. Teague to make her presentation.

Ms. Teague presented the staff report and explained that the public hearing concerns an application to rezone two properties at the corner of Howell Mill Road and Asheville Highway. The properties are located within the Commercial-Industrial District and are within the town's Extra-Territorial Jurisdiction (ETJ). They are adjacent to Howell Mill Road to the North and to the Raccoon Creek

Neighborhood Residential District and residential properties near Monte Vista Drive to the South. The properties are fairly close to Junaluska Elementary School.

Ms. Teague referenced the map and explained that the parcels are next to the NCDOT right-of-way, which contains a buffer area along Raccoon Creek that belongs to NCDOT. This property was once owned by Haywood Advancement Foundation as part of the county's economic development plan to become a recognized commercial industrial site. The Haywood Advancement Foundation sold this property to Mr. Tolar and released all claims to the property.

Ms. Teague explained the purpose and intent for the current zoning of the properties, found in LDS Section 2.3.8. The Commercial Industrial District (CI) is designed to accommodate research and development, industrial and manufacturing uses, administrative facilities and limited commercial services. While a broad mixture of uses is permitted, the principal focus in this area shall be industrial development. High design and performance standards will be important for future development as this district is highly visible not only from a usage standpoint but also because of its location at one of the major entrances into Waynesville.

The applicant is seeking rezoning to the Racoon Creek Residential District, which is located just to the south, to allow for potential residential development.

The purpose and intent for Raccoon Creek Neighborhood District (RC-NR), LDS Section 2.3.3, is a medium density residential area surrounding one of the major entrances into Waynesville. There are two centers for this area-the Ratcliff Cove Neighborhood Center and the Junaluska School/ballfield area. Water service is available throughout much of the district with sewer available along Business 23 and Francis Farm Road. Higher density development is encouraged west of Business 23 with lower density clustered development to the east. It is suggested that the County explore recreational uses on the landfill property on Francis Farm Road – an area that could become another focal point for the community. Development should occur at a residential scale. Development fronting onto Business 23 must form a street wall along this entryway into town.

Ms. Teague explained to the Board that the applicant was previously scheduled for the April 2021 Planning Board meeting but asked to delay the hearing to coordinate a possible land swap with Blue Ridge Paper Products. The applicant has chosen to proceed with the existing lots.

The Mountaineer published notifications of the hearing on July 11 & 18, 2021. Letters were sent to property owners within 500 feet of the subject properties and the property was posted on July 7, 2021.

Ms. Teague referred to the 2035 Land Use Map and Suitability Map. She explained these properties are designated for Mixed-Use development. This indicates a "major node of activity located on major thoroughfares or adjacent to highways to include commercial, lodging, entertainment, manufacturing, warehousing" and other types of commercial uses, including "medium to high density multi-family residential may be appropriate." The properties are within the Urban Services Boundary with water and sewer lines nearby. The location of the property is along a major gateway into the Town.

Converting the properties from Commercial Industrial to Neighborhood Residential would be consistent with the future land use map and would open up vacant properties to residential and mixed-

use development including multi-family, office and service, and entertainment uses. This would eliminate the industrial uses of hauling facilities, heavy manufacturing, mini-storage units, outdoor storage, materials recycling facilities/transfer stations, and warehouses. This could improve the potential negative impacts that industrial uses can have on nearby residential areas and schools.

The proposed rezoning would allow for the development of needed housing and could create an opportunity to improve a gateway area into the town.

Ms. Teague referenced the consistency statement worksheet and the draft rezoning ordinance in the agenda packet and explained that there were two separate motions to be considered.

A motion was made by Board Member Don McGowan, seconded by Board Member Michael Blackburn to open the public hearing at 5:51 pm_to consider a zoning map amendment request at 1426 Howell Mill Road, PINs 8616-94-1485 and 8616-94-1047, from Commercial Industrial to Racoon Creek Neighborhood Residential. The motion carried unanimously.

Ms. Teague introduced Mr. G. Thomas Jones III and stated he would be speaking for the applicant.

Mr. Jones thanked Ms. Teague for her presentation and went over the map with the Board and reiterated points that had been discussed in the staff report. He said that this property has been available for purchase for many years, yet has not sold or been developed as an industrial use. The shape and size of the property would not easily accommodate most industrial uses. He reiterated that the proposed rezoning is consistent with prior and current land use plans.

Mr. Wheeler asked if anyone from the public would like to speak in regards to the zoning map amendment. No one came forward.

A Motion was made By Board Member Michael Blackburn, seconded by Board Member Don McGowan to close the public hearing at 5:57 pm. The motion carried unanimously.

A Motion was made by Board Member Michael Blackburn, seconded by Board Member Marty Prevost to find the draft map amendment ordinance (as presented or amended) is consistent with the 2035 Land Development Plan and is reasonable and in the public interest. It will promote smart growth principles in land use planning by encouraging infill development in a vacant property that has access to utility and transportation infrastructure; and create a range of housing opportunities and choices by encouraging new housing inside of Waynesville's city limits and ETJ by opening up new land for residential and mixed-use development. The motion carried unanimously.

A motion was made by Board Member Marty Prevost, seconded by Board member Don McGowan to recommend approval to the Board of Aldermen. It is consistent with the town's comprehensive plan and in the public interest. The motion carried unanimously.

2. Planning Board discussion of work tasks and priorities for the coming year.

Ms. Teague went over a list of potential topics that would be on the agenda in the upcoming year for the Planning Board. She explained that the Board's "Powers and Duties" include:

- To perform studies and surveys of the present conditions and probable future development of the town and its environs, including but not limited to, studies and surveys of land uses, population, traffic, parking, expansions and extraterritorial jurisdiction, etc.
- To formulate and recommend to the Board of Aldermen the adoption and amendment of a Land Development Plan and other plans as necessary.
- The Planning Board shall review and make recommendations regarding permits, permit types and text amendments.

She included a working list of possible agenda items and requested the Board's feedback in helping prioritizing them for the coming year.

- Conduct a Railroad Corridor Study and establish potential district guidelines to encourage infill
 development and re-use of properties impacted by railroad right-of-way. This study could be
 part of a small area plan for the Frog Level and Hazelwood Business Districts. There have been
 past discussions on supporting those two business districts.
- Establish gateway areas and overlays at entrances to Waynesville along major corridors.
- Development of Planned Unit Development standards for alternative development to adjoined townhomes. This could include tiny homes and cottage development, clustering, and working flexibly with developers to minimize impact to the land.

Revisions/Updates to the Land Development Standards which may include:

- (6.6) Town Street Classification and Design to make new street requirements more sensitive to mountain topography, and the existing Waynesville street system.
- (6.8) Pedestrian Standards in consideration of completed greenway feasibility studies and upcoming NCDOT projects and any updates to Town roadway classification.
- (6.10) Lower the threshold for traffic impact analysis on local streets. Possibly changing the standards to include requiring smaller development to do traffic impact analysis.
- Align shared driveway guidelines with fire access codes. (Fire truck accessibility with shared driveways)
- (7) Clarify Civic Space requirements.
- (9.3) Permitted Parking Locations to accommodate large scale parking lots.
- (12.5) Stormwater Ordinance Updates to stay current with NPDES permit.

Ms. Teague explained that the school Board has received money for new signs and would like to install electronic message board signs. The Town has strict policies on lights and flashing signage and would require an amendment to the sign standards to allow electronic message boards as part of school signage. It would seem reasonable to make an exception for schools if there is minimal disturbance to the traffic and surrounding residents.

Continuation of Congregate Housing definitions that the Board of Aldermen has sent back to the Planning Board. Ms. Teague stated that it would be wise to wait on the pending report from the Homelessness Task Force and then seek further guidance from the Board of Aldermen.

Short term rentals have continued to be a point of discussion and there have been several significant court actions and guidance from the state.

B. PUBLIC COMMENT/CALL ON THE AUDIENCE

Vice-Chairman Wheeler asked if anyone had public comment.

John Baus 55 Love Lane Waynesville, NC

Mr. Baus stated that when The Open Door closed, the homelessness situation improved in Frog Level, but now another business has closed due to needles and homelessness there. Mark Pless is trying to open a rehab center in the county that would be considered a low barrier shelter where drug testing would be required. He does not feel it is compatible with Waynesville's values to have the type of low barrier shelter that does not require drug testing. The kind of low barrier shelter that the town residents have been railing against are the ones where people can get high while in the shelter. He asked the board to take a step back and look at what Mark Pless is doing in the county. The homelessness task force says that there are only 30 homeless people in Waynesville. If Mark Pless is going to open the shelter in the county there is no reason why they cannot be considered on a case-by-case basis with so few homeless people.

Lisa Overhultz 26 Davis Lane Waynesville, NC

Ms. Overhultz said that Richard Bates has bought two houses next door to each other and plans to turn one into a soup kitchen and the neighboring house into a low barrier homeless shelter. Mr. Bates owns The Bethel House. Michael Blackburn sits on the Board of The Bethel House, yet no one seems to know if this is a conflict of interest. She said these low barrier homeless shelters go hand in hand with Down Home Carolina and their agenda. There is much money to be made operating low barrier homeless shelters and soup kitchens with federal grant money. These types of treatment centers should be stationed far away from residential neighborhoods. She stated her concern with children being exposed to syringes and sex offenders. There are three sex offenders currently living in The Bethel House and she asked if this was safe for children to be around. There needs to be a jail expansion to go hand in hand with a rehab center. She said the citizens do not want a low barrier shelter.

Sherry Morgan P.O. Box 1496 Waynesville, NC

Ms. Morgan referenced the October 19, 2020 Planning Board minutes and read parts of the minutes. She stated that the Board was talking about the definitions in zoning relative to halfway houses and other congregate care facilities and that Elizabeth Teague addressed why this topic was requested. On South Main Street, Bethel Ministries opened a facility that was permitted, and people were concerned it would become a shelter and soup kitchen. Board Member Michael Blackburn said he would argue that they could say it is another place for worship. Michael Blackburn said that Waynesville has a big homeless problem, but the Homelessness Task Force could only find 29 homeless people. Ms. Morgan

feels that Michael Blackburn should be recused because there is a conflict of interest. She stated that citizens do not want a low barrier shelter and homeless cases should be treated on a case-by case-basis.

Peggy Hannah 268 Hemlock Street Waynesville, NC

Ms. Hannah thanked the members of the Board that listened in the last meeting when so many residents came out and spoke against a low barrier homeless shelter. The people that live in the Town of Waynesville that have sacrificed and built this town are being forgotten for a relative few people. She asked why the Town of Waynesville has to bear the brunt of the homelessness problem. When decisions are being made on homeless shelters, the elderly and the citizens should be taken into consideration.

Joey Reece 108 Maple Street Waynesville, NC

Mr. Reece expressed concern on the appearance of the vacant lot located where Duvall's restaurant used to be located. He said there was someone living in an old police car located on the property and he asked who owned the property and what could be done about it.

Ms. Teague explained that the state (NCDOT) owns the property, and she feels it is helpful when local citizens call NCDOT to make them aware of the issue.

Martha Gene VanKaupp 24 Turning Leaf Waynesville, NC

Ms. VanKaupp said she has been a resident of Haywood County for 25 years, is a registered nurse, and worked on the mental health unit at the VA. If low barrier shelters are built, people will come to get their "three hots and a cot" and then they will be back on the street robbing, stealing, and going through people's garbage. She said there are so many opportunities for these people to get help, but they do not want help, they want their next fix. We don't need those people here, let them stay in Asheville.

C. ADJOURN

A	motion	was	made	by	Board	Member	Marty	Prevost,	seconded	by	Board	Member	Stuart	Bass	to
a	djourn th	he m	eeting.	Th	e meeti	ing adjou	rned at	6:38pm.							

Gregory Wheeler, Vice Chairman	Kathy Johnson, Deputy Clerk
Planning Board Minutes July 26, 2021	

Planning Board Staff Report

Subject: Standards for Electronic Changeable Face Signs

Ordinance Section: Section 11.7.4
Applicant: Staff Initiated
Meeting Date: August 16, 2021

Background

The Land Development Standards Section 11.7.4, regarding electronic changeable face signs, states:

11.7.4 Electronic Changeable Face Signs (Permitted in RC Only).

Electronic changeable face signs are permitted as a component of otherwise permitted signage subject to the following standards.

- A. No electronic changeable face sign may change its message or copy, or any pictures or images that are part of the message, more frequently than once every minute.
- B. When the message of an electronic changeable face sign is changed mechanically, it shall be accomplished in three (3) seconds or less. When the message of an electronic changeable face sign is changed in an electronic manner, through the use of light emitting diodes, back lighting or other light source, the transition shall occur within two (2) seconds.
- C. The portion of the sign face of an electronic changeable face sign which accommodates multiple messages shall not exceed 50 percent (50%) of the total sign face area and may not change its message or copy, or any pictures or images that are part of the message, more frequently than once every minute; the remaining portion shall be static.
- D. Electronic changeable face signs which are illuminated, or which use electronic lighting to display message shall be subject to the restrictions and limitation applicable to illumination in this ordinance.
- E. There shall be located no more than one electronic changeable face sign per lot, and such sign shall be permitted only on a ground sign and not on any attached sign or window sign.

While the rules related to electronic changeable face signs are fairly straightforward, the issue that has come to the attention of town staff is the parenthetical statement that these types of signs are permitted in RC (Regional Center Districts) only. These types of signs would be particularly useful for schools to disseminate information to parents, students, and staff regarding quickly-changing circumstances, especially involving weather-related closures and delays, public health, and last-minute event cancellations.

The Land Development Standards defines Schools, Elementary and Secondary as follows:

A public or private institution for education or learning including athletic or recreational facilities, which does not include lodging. This institution includes any school licensed by the state and that meets the state requirements for elementary and secondary education.

There are four schools that meet this definition within the town's jurisdiction: Hazelwood Elementary, Waynesville Middle, and two Shining Rock Classical Academy campuses. The Shining Rock campus at

1023 Dellwood Road is located within the Dellwood/Junaluska Regional Center District, and could therefore install an electronic changeable face sign under the existing sign standards.

Staff Recommendation

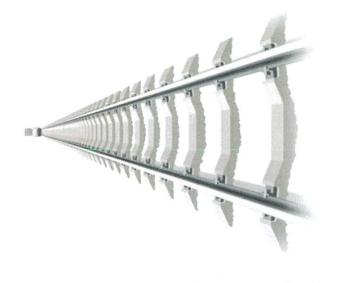
The Development Services staff is seeking guidance from the Planning Board on the possibility of amending the Land Development Standards to allow electronic changeable face signs for schools. When discussing this subject, the Planning Board should consider the potential impact of electronic changeable face signs on surrounding properties and public rights-of-way, the potential benefits to the schools' students, staff, and parents, and whether any additional standards should be applied to the design and operation of such signs.

Railroad Corridor Study Initiation

PLANNING BOARD

TOWN OF WAYNESVILLE, NC

AUGUST 16, 2021



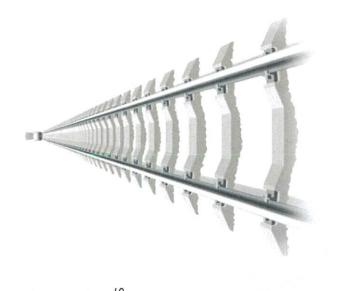
2035 Comprehensive Land Use Plan

• Goal 1: Continue to Promote Smart Growth

"Study/implement a railroad overlay district to encourage redevelopment along the railroad corridor, especially in areas with access to existing/future greenway."

Goal 5: Create Opportunities for Sustainable Economy

"Review the LDS to create opportunities within the Town of Waynesville's industrial areas and along the railroad corridor."



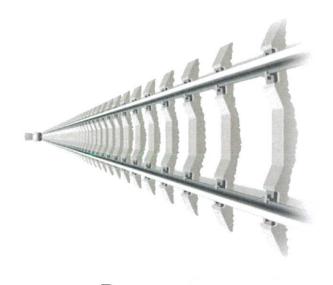
2035 Comprehensive Land Use Plan

Opportunity:

"Consider railroad corridor for development potential."

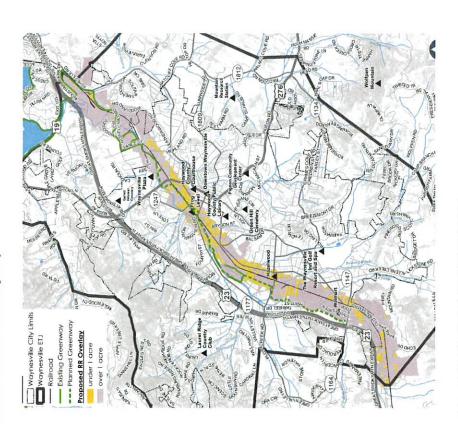
Economic Development:

industrial and commercial properties, particularly along the railroad corridor, are creating "While the Town has seen a loss in the industrial sector from what it is used to be, new opportunities..."





Potential Railroad Overlay Map



Potential Railroad Overlay

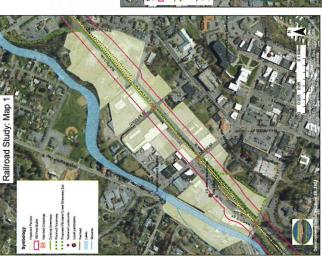
- Blue Ridge Southern Railway
- Passes through 11 out of 30 Zoning Districts of Waynesville:
- Central Business District (CBD)
- Hazelwood Business District (H-BD)
- Commercial Industrial (CI)
- Raccoon Creek Neighborhood Residential (RC-NR)
 - Walnut Street Neighborhood Residential (WS-NR)
 - Main Street Neighborhood Residential (MS-NR)
 - Hyatt Creek Regional Center (HC-RC)
- South Waynesville Residential Medium Density (SW-RM)
 - Howell Mill Residential Medium Density (HM-RM)
 - East Waynesville Urban Residential (EW-UR)
 - Hazelwood Urban Residential (H-UR)
- Properties over and under 1 acre
 - Proximity to greenway

Preliminary Study

- **Two areas:** Frog Level and Hazelwood (Central Business District, Hazelwood Business District, Commercial Industrial)
- 100 ft buffer; 48 properties
- Primary uses: commercial use, industrial, some single-family
- Major owners: Haywood Builders Supply, Burgin Rentals, Waynesville VFW, Southern Concrete Materials, HVO, etc.
- Deeds studied: few mention railroad right of way (RR-ROW)

If mentioned, vague restrictions, such as "this property is subject to the right of way and all easement for the Southern Railroad

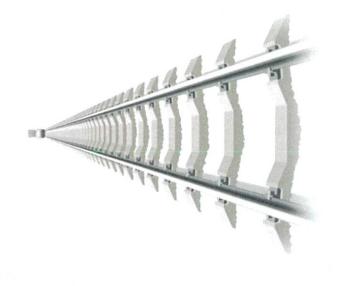
 Most plats do not show the RR-ROW either. Few that do, show a range between 40-100 feet.





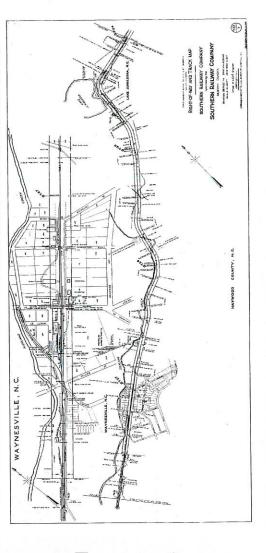
Contacts

- Railroad Corridor Discussion Meeting on June 17, 2021
- Cooperation with the NCDOT Railroad Division NCDOT GIS Analysts
- Blue Ridge Southern Railroad Primary Contact: Brock Parham- Assistant Road Master
- Surveyor Mr. Kevin Ensley



Conclusions

- Southern Railroad claim a 100 feet ROW in Haywood County (very few exceptions).
- They use 1927 maps as an official reference.
- Do not recognize any discrepancies. Burden to prove a different ROW is on the owner.
- Strong perception that the owners possess the property in "our right of way."
- Real Estate Department
- Lease Agreements
- Counter argument by attorneys: "Can you claim what you don't maintain?"



Our Objectives

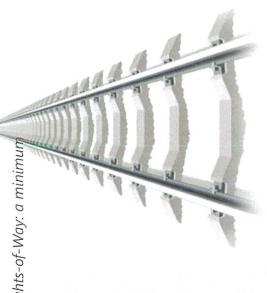
- Create a Work Group and Initiate a Railroad Corridor Study: 2-3 volunteers from the Planning Board
- Invite Stakeholders to the Discu3ssion Table: Southern Railroad, major property owners, attorneys, surveyors, etc.
- Facilitate collaboration: among RR, property owners, the Town.
- Create a special Railroad District? Identify the Goals and Benefits of the RR District. Promote a higher concentration of mixed-use development. Identify a variety of potential uses. Create opportunities for revitalization. Ease constraints imposed by the RR through collaboration.
- Size of the District: Certain areas or along all the RR corridor within the town? 100 ft or 500 ft wide?

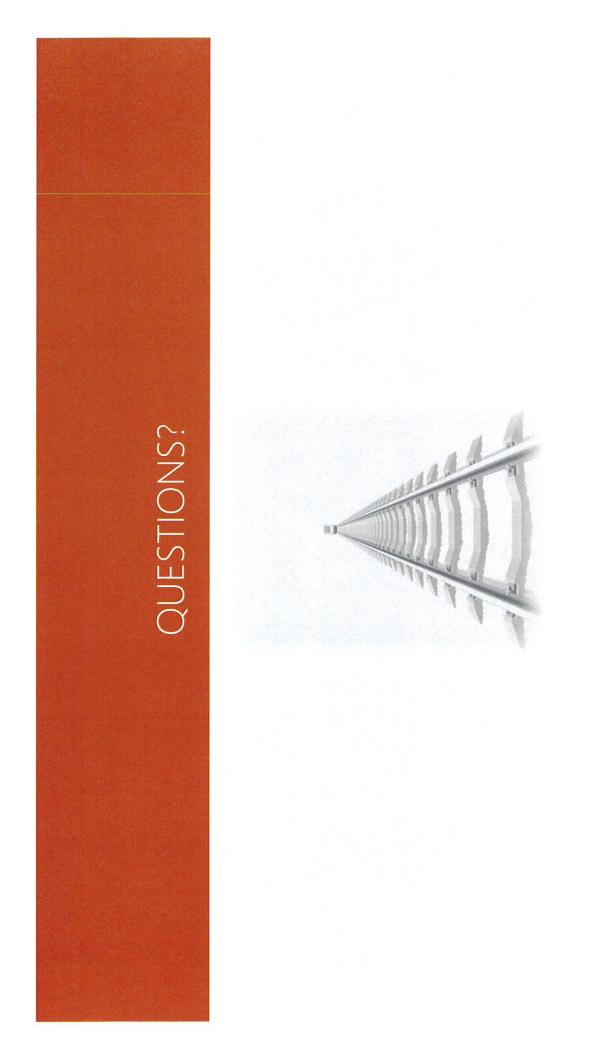
Examples from NC

- Chapel Hill: "Railroad rights-of-way used for trackage and related appurtenances shall be exempt from town stormwater management utility service charges."
- Fayetteville: Light Industrial Zoning District- rear setback is 20 ft; none where property is abutting a railroad right- of-way.
- Wake County, NC: side and rear setbacks- 25 ft; none when abutting railroad. Abutting Railroad Rights-of-Way: a minimum side setback is not required when a railroad line is located on or along a lot line.

Nationwide

- Woburn, MA: Railway Overlay District (ROD)
- City of Norfolk, VA: Norfolk & Western Historic Overlay (HO N&W) District
- Clark County, WA: Railroad Overlay District (RR)

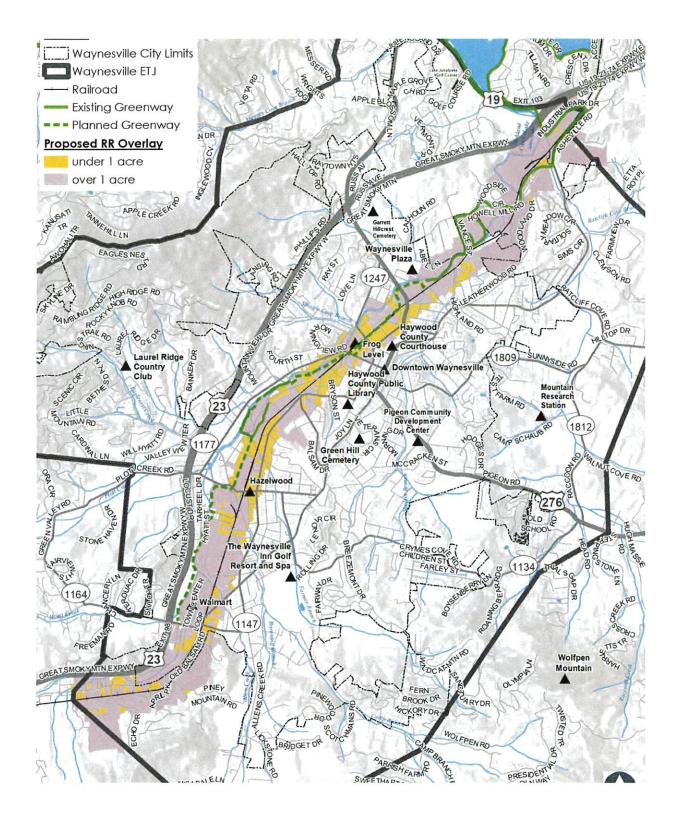




EXHIBITS



Potential Railroad Overlay Map



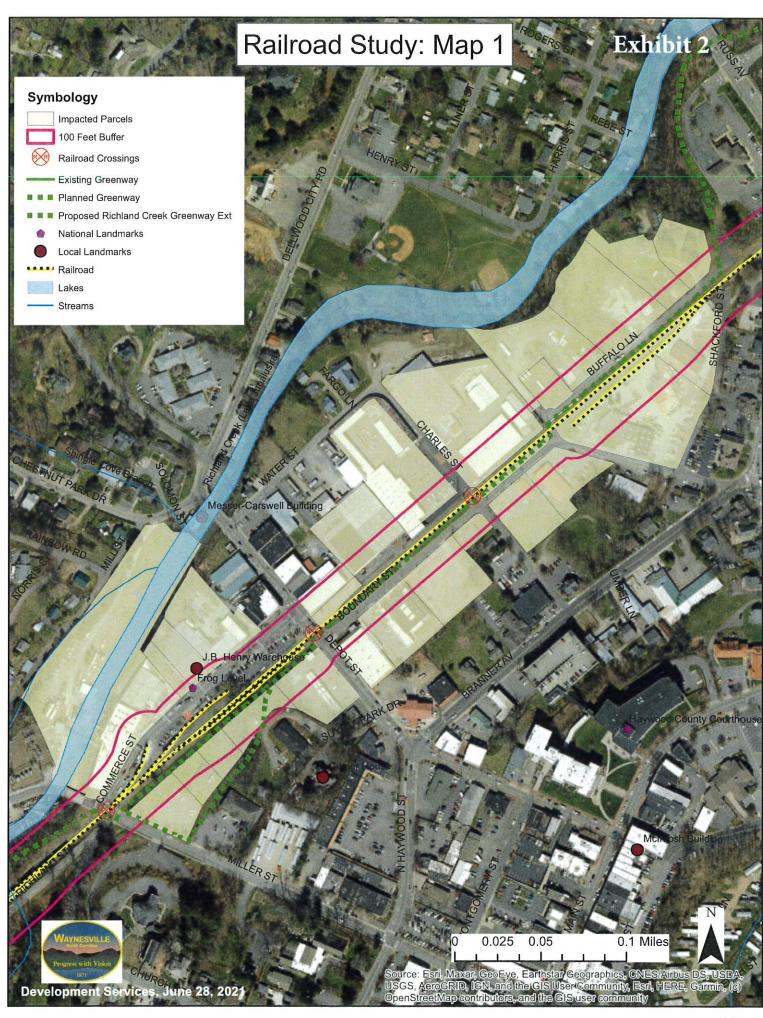




Exhibit 4

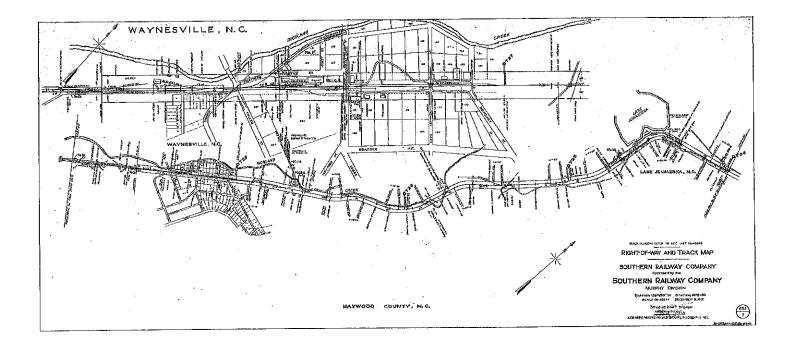


Exhibit 5

