



The City of  
**Brevard**  
Land Use Plan

Adopted August 19, 2002

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## CHAPTER I: INTRODUCTION

This Land Use Plan provides a basis for sound planning to affect future development and change in and around the City of Brevard. It contains: the visions and goals of the community, background information on environmental features, infrastructure, housing, business and economic development; population demographics; growth trends; goals and recommendations for future development; and an implementation plan. This plan is also an update to the Land Use Plan adopted by the City in June, 1991. Land Use Plans should be updated every five to ten years to reflect changes in community visions and goals as well as changes in the economy and in development patterns and trends.

The City of Brevard is in a beautiful mountain setting in western North Carolina, with the French Broad River flowing through the east side of the City. Brevard has long been a desirable destination for tourists, retirees and for recreation. The mild climate, spectacular natural landscapes, proximity to Pisgah National Forest, and attractive downtown create an environment that citizens wish to preserve and enhance. The main issues facing the City, its residents and businesses in 2002 are:

- \* Population growth, including in-migration of older age groups;
- \* Growth and development constricted by the French Broad floodplain and the Pisgah National Forest;
- \* Increased traffic and congestion on the City's main roads;
- \* Extending water and sewer infrastructure;
- \* Loss of identity due to strip commercial and franchise development along its entrance corridors;
- \* Loss of manufacturing employment and scarcity of high-paying jobs; and
- \* The need for strategies to provide more affordable housing.

### A) Purpose of the Plan

The overall purpose of this Land Use Plan is to provide a means for coordinating land use planning, infrastructure planning and environmental protection to help guide the growth and development of the community in a manner that is consistent with the community's vision and goals. The Plan is a policy guide for planning boards, elected officials and others to assist with decision making on matters related to the physical development of the City. Comprehensive or Land Use Plans provide a legal basis for decision making: Article 19, Chapter 160-A383 of the North Carolina General Statutes states, along with other things, that "zoning regulations shall be made in accordance with a comprehensive plan." Lastly, the plan provides information on City facts and trends that can be helpful to administrators, developers, business owners, the public and others.

### B) Structure of the Plan

The Plan is organized into four main sections of background information, goals and objectives, recommendations for future land use and managing growth, and an implementation plan. Each section is a chapter in the Plan and each chapter is broken down into logical categories for easy reference.

- ◆ Chapter II provides historical information on population, housing, economic development, land development and also infrastructure and natural resources/constraints. This chapter ends with future projections for population and housing.
- ◆ Chapter III describes the goals and objectives for local land use and development derived from the community visioning process, Focus 2020 (see below), and also compares these local goals to state and federal goals related to land use and development.
- ◆ The local growth and land use goals have been organized into a “growth management philosophy” for Brevard in Chapter IV. The philosophy incorporates the different characteristics or aspects of growth that are desirable for the City, in terms of quality, location, amount and density, costs and rate/speed. Recommendations address all the aspects and issues outlined in the growth management philosophy, including examples of similar initiatives/projects that other local governments have implemented. The recommendations are also applied geographically in a Future Land Use Map, which represents the desired development patterns for Brevard.
- ◆ Chapter V contains a plan for implementing the recommendations.

### C) Community Visioning Process

Beginning in 1997, the citizens of Brevard initiated Focus 2020, a community-wide visioning process that yielded an impressive volume of reports on how they envision Brevard and Transylvania County developing through the year 2020. Focus 2020 enumerates these 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 in order to create a sustainable tax base.

Focus groups were formed to address the different issue areas: economic development; environmental quality; gateways, corridors and downtown; cultural, educational and recreational enrichment; transportation; housing and neighborhoods; and public safety and health. Each focus group researched the issue(s) and developed a set of recommendations and an implementation plan. Reports from all of the focus groups were then compiled into a “Focus 2020 Community Report” (Volume 1, March 2000). An implementation team of citizens is currently working on many of the recommendations, to realize the vision that was articulated.

### D) Planning Process

In September, 2000, the City established a Long Range Planning Steering Committee to oversee and guide the planning process, providing input to the plan as it was being developed. Three members from the Planning Board and three members from the Focus 2020 Implementation Committee were appointed to the Steering Committee. In early 2001, two members representing the Transportation Advisory Committee were added. The City contracted with Land-of-Sky Regional Council to update the City’s Land Use Plan, working with the Steering Committee to accomplish this. The City also hired a transportation consulting firm, Wilbur Smith and Associates, to prepare a Transportation Plan in coordination with the Land Use Plan.

The Steering Committee had its first meeting in September 2000. This was followed by a public input session held on October 17, 2000, at City Hall. This input session was led by the planner from Land-of-Sky Regional Council, who explained the schedule and planning process and recorded comments from attendees.

The Steering Committee met once a month, for most months, between November 2000 and March 2002, to review information and to develop goals and recommendations. Committee members and staff spent a few months developing the Future Land Use Map and the recommendations. This map is the “blueprint” for the City’s future development and is the focus of the plan.

Throughout the planning process the Steering Committee recognized that there are two commercial hubs within the City limits of Brevard: The Heart of Brevard and the Forest Gate shopping area. These hubs are unique in their histories and development, and in their respective planning needs. The City is also an integral part of the larger community of Transylvania County.

The Steering Committee approved the draft plan in April 2002. The plan was distributed to the Brevard Planning Board in late April. They reviewed the plan and provided comments and recommendations in May 2002, prior to recommending it to City Council for adoption. To give citizens an opportunity to see the plan, ask questions and provide comments, a couple

“open house” sessions were held during the month of May 2002. These sessions were followed by a Planning Board public hearing and presentation of the Plan to City Council in July 2002.



Downtown Brevard, looking west along Main Street with the Transylvania County Courthouse in the foreground.

E) Definitions of planning terms

Definitions for some of the planning terms used in this plan are contained in the table below.

<b>TERM</b>	<b>DEFINITION</b>
Brownfield	A vacant building or site that may be contaminated due to its prior use(s); typically these are older industrial sites that have been vacated for a few years.
Downtown	The Central Business District of Brevard, as defined by the current C-1 zoning district.
Flood fringe area	The area adjacent to the floodway that is inundated during the regulatory base flood, plus 25% of the regulatory base flood discharge.
Flood hazard area	The flood plain consisting of the floodway and the flood fringe area.
Flood plain	The channel and relatively flat area adjoining a natural stream or river than has been or may be covered by floodwater.
Flood, regulatory base	Also called the “100-year flood.” Flood having a one percent chance of being equaled or exceed in any given year.
Floodway	The channel and adjacent land areas that must be reserved in order to discharge the regulatory base flood without cumulatively increasing the water surface elevation more than two-tenths of one foot.
Infill development	The development of new housing or other buildings on scattered vacant sites in a built-up area.
Infrastructure	Facilities needed to sustain industrial, residential, commercial and all other land use activities. Infrastructure includes water, sewer and other utilities; streets and roads; communications and public facilities.
Mixed-use development	The development of a tract of land or a building or structure with a variety of complementary and integrated land uses, (e.g. residential, retail, office, public, and others) generally in a compact urban form.
Mixed-use zoning	Regulations that allow for a combination of different uses within a development project, parcel or building.
Traditional Neighborhood Development (TND)	A fully integrated, mixed-use pedestrian oriented neighborhood based on urban design and development conventions which were widely used in the United States from colonial times until the 1940’s and were based on the following principles: (1) All neighborhoods have identifiable centers and edges. (2) The center of the neighborhood is easily accessed by non-vehicular means from lots on the edges (i.e. approximately ¼ mile from center to edge, or a 5-minute walk). (3) Uses and housing types are mixed and in close proximity to one another. (4) Street networks are interconnected and blocks are small. (5) Civic buildings are given prominent sites throughout the neighborhood.



## Chapter II: Background and Existing Land Use Patterns

### A) Population and Demographics

Complete and current data on the population and demographic characteristics of Brevard and the surrounding region enable public officials, developers, and involved citizens to better anticipate future development needs. The following tables and charts reveal changes and patterns in several different aspects of the population such as age, income, and educational attainment. These changes are the result of both national and local socio-economic trends during the past ten or more years.

Brevard has grown significantly over the past decade, with 1,401 more people in 2000 than in 1990. The population grew at a rate of 26%, from 5,388 people in 1990 to 6,789 in 2000 (U.S. Census). This population growth occurred primarily due to annexation, with about 94% of the growth in the annexed areas. Brevard annexed over fifty (50) properties during this ten-year period. The annexed areas had a population well over 1,000 and land area of over 1,000 acres. During this same ten year time period the City's land area grew over one-third from 3.4 square miles in 1990 to 4.94 square miles in 2000.

**Table IIA-1: Population Growth 1980 to 2000**

	1980	1990	2000	80 to 90	90 to 00
City of Brevard	5,243	5,388	6,789	2.8%	26.0%
Transylvania County	23,417	25,520	29,334	9.0%	14.9%
Region B	259,758	286,577	344,472	10.3%	20.2%
North Carolina	5,880,000	6,632,448	8,049,313	12.8%	21.4%

Source: U.S. Census Bureau

Table IIA-1 shows the City's growth compared to Transylvania County, Region B and the State. (Note - Region B consists of Buncombe, Henderson, Madison and Transylvania counties.) There were significant regional increases in population between the years 1990 and 2000. The City grew at a faster rate than these other areas during this time period. Comparing the growth rates of Region B's municipalities, the City of Brevard ranks seventh out of the fifteen municipalities (Table IIA-2). It is the fourth largest municipality in terms of population.

By the year 2020 nearly all of the baby-boomer generation will be eligible to

**Table IIA-2: Region B Municipal Populations**

	1990	2000	Growth	%Growth
Flat Rock	1,619	2,565	946	58.4%
Fletcher	2,787	4,185	1,398	50.2%
Hendersonville	7,284	10,420	3,136	43.1%
Laurel Park	1,322	1,845	523	39.6%
Black Mountain	5,533	7,511	1,978	35.7%
Rosman	385	490	105	27.3%
Brevard	5,388	6,789	1,401	26.0%
Hot Springs	534	645	111	20.8%
Woodfin	2,736	3,162	426	15.6%
Weaverville	2,107	2,416	309	14.7%
Asheville	61,855	68,889	7,034	11.4%
Mars Hill	1,611	1,764	153	9.5%
Biltmore Forest	1,324	1,440	116	8.8%
Marshall	809	840	31	3.8%
Montreat	682	630	-52	-7.6%

Source: U.S. Census Bureau

**Table IIA-3: Region B Counties Population**

COUNTY	April 1990	April 2000	% Growth
Buncombe	174,357	206,330	18.3%
Henderson	69,747	89,173	27.9%
Madison	16,953	19,635	15.8%
Transylvania	25,520	29,334	14.9%

Source: U.S. Census Bureau

receive social security, fueling the demand for quality retirement communities and drastically changing both the social and economic dynamics for communities nationwide. The City of Brevard is already desirable to retirees and it is probably safe to assume that it will continue to be so in the future.

**Table IIA-4a: City of Brevard 2000 Age Group and Sex Totals**

Age Group	Males	Females	Total	Percent
0 - 17	655	589	1,244	18.3%
18 - 34	697	746	1,443	21.3%
35 - 44	334	407	741	10.9%
45 - 54	335	412	747	11.0%
55 - 64	295	406	701	10.3%
65 - 74	323	473	796	11.7%
75 and over	364	753	1,117	16.5%
65 and over	687	1,226	1,913	28.2%
Total Pop.	3,003	3,786	6,789	

Source: U.S. Census

The City contains fairly even amounts of people in the younger, middle and older age groups (see Table IIA-4a). Almost 40% are younger than 35, 32% are between the ages of 35 and 64, and 28% are 65 or older. Females outnumber males in most of the age groups, especially in the older age groups, and make up 56% of the total population.

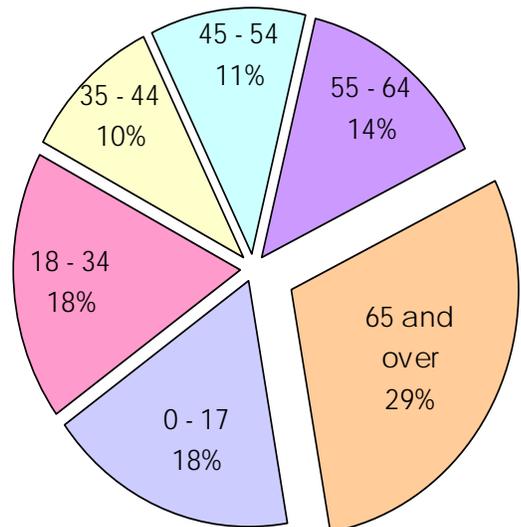
Looking at the population projections in Table IIA-4b, Brevard and the surrounding area will continue to become more of a retirement community. A significant portion of

**Table 11A-4b: Transylvania County Age Group Projections**

Age Group	April-2000	April-2010	April-2020
0 - 17	5,970	6,033	6,074
18 - 34	5,849	5,918	6,192
35 - 44	3,722	3,530	3,401
45 - 54	3,576	3,987	3,804
55 - 64	3,631	4,356	4,778
65 and over	6,586	8,363	10,141
Total Projected Population	29,334	32,187	34,390
Median Age	42.73	46.59	49.28

Source: N.C. Office of State Planning (May 2001)

**Transylvania County 2020 Population Projections**



the population will be 65 years and older through the next 20 years. When combined with the 55 to 64 age group, this older segment of the population is expected to comprise almost half (44%) of the total population in the year 2020. This proportion is much higher than is expected in the State overall, where 26% of the population will likely be age 55 and over. These figures are important to consider when making land use decisions that affect issues such as access to public services and maintaining an atmosphere that is attractive to multiple age groups.

Between the years 1990 and 2020, Transylvania County is projected to have a reduction in the rate of population growth. This is due to the aging of the current population. In 2020, the median age is projected to be 49.2, with 15% aged 75 and over. This trend, combined with an estimated decline in the birth rate, coincides with the national trend toward lower population growth rates over the next 20 years. It is important to keep the area attractive to younger generations, who will ultimately bring future cultural and economic investment.

#### EDUCATIONAL ATTAINMENT

Table IIA-5 shows that, while the percentages of people completing higher education (4+ years of college) has increased slightly over the past twenty years, only 20.6% of the adult population in the City had a college degree in 1990 (Note: 2000 data not yet available). Almost 75% of Brevard’s adult population had at least graduated from high school. Brevard’s numbers match the attainment percentages measured across the U.S. and are higher than the North Carolina rates. In 1990, only 17.4% of the adult (i.e. 25 years or older) population in North Carolina had a bachelor’s or higher degree and 70% had at least a high school diploma.

Table IIA-5: City of Brevard Educational Attainment (25 years of age and over)

Years of School Completed	1970	% of Population	1980	% of Population	1990	% of Population
Elementary (0-8 years)	549	20.5%	472	15.4%	395	11.4%
High School (1-3 years)	503	18.7%	555	18.1%	489	14.1%
High School (4 years)	781	29.1%	837	27.3%	934	27.0%
College (some college)	342	12.7%	590	19.2%	929	26.8%
College (4+ years)	508	18.9%	617	20.1%	714	20.6%
Total:	2,683		3,071		3,461	

Source: U.S. Census Bureau  
 Note: Totals are from census data and reflect the educational attainment of persons age 25 and over at the time of the Census.

#### RACE AND ETHNICITY

Table IIA-6 shows that Brevard and other similar-size cities in western North Carolina do not have a lot of ethnic diversity. The population is predominantly White. African-

**Table IIA-6: 2000 Population by Race, Selected Western NC Cities/Towns**

Race	Brevard		Black Mountain		Hendersonville		Waynesville	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
White	5,758	84.8%	6,823	90.8%	8,486	81.4%	8,717	94.4%
Black or African Amer.	783	11.5%	471	6.3%	1,307	12.5%	306	3.3%
Am. Indian & Alaska Native	15	0.2%	23	0.3%	29	0.3%	50	0.5%
Asian	60	0.9%	65	0.9%	76	0.7%	15	0.2%
Native Hawaiian/other Pacific Islander	5	0.1%	3	0.0%	1	0.0%	7	0.1%
Some other race alone	31	0.5%	34	0.5%	363	3.5%	70	0.8%
Two or more races	137	2.0%	92	1.2%	158	1.5%	67	0.7%
<b>Total Population</b>	<b>6,789</b>		<b>7,511</b>		<b>10,420</b>		<b>9,232</b>	

Source: U.S. Census

Americans make up 11.5% of Brevard’s population and are by far the largest non-White ethnic group. Brevard and Hendersonville have a much greater percentage of African-Americans than Black Mountain and Waynesville, possibly due to a greater amount of job opportunities in those places. About 95% of Transylvania County’s population is White. The percentage of Whites in Transylvania and other western N.C. counties is significantly higher than the State’s overall percentage (76%), as it has been historically.

**B) Housing Characteristics**

The City of Brevard continues to be primarily a residential community. In recent years the City of Brevard has had a significant proportion of renter-occupied housing units. Table IIB-1 shows the number of owner- and renter-occupied units, with renter-occupied units ranging from 30% to 36% over this time span. There was a big jump in vacant units between 1980 and 1990. In 1990 there were 290 vacant units in the city compared to just 144 in 1980. This increase is consistent with the national trends of urban decay during the early 1980’s and could also be due to a large amount of new residential construction in the late 1980s. Vacant units decreased to 232 units in 2000.

**Table IIB-1: City of Brevard Occupancy/Vacancy Status**

	1970	1980	1990	2000
<b>Owner-Occupied</b>	972	1267	1320	1862
<b>Renter-Occupied</b>	567	559	752	964
<b>Vacant</b>	152	144	290	232
<b>Mobile Homes</b>	9	13	54	n/a
<b>Other</b>	n/a	n/a	n/a	n/a

Source: U.S. Census

Table IIB-2 shows the number of single family structures in the City of Brevard steadily increased between 1970 and 1990, and single family dwellings remain the dominant housing type in the City. However, the most dramatic increases were in multifamily structures which showed a 197% increase between 1980 and 1990 as opposed to the marginal increase of 7% for single-family units.

In 1990 the median value of owner-occupied housing units was \$65,900 (U.S. Census; 2000 data not yet available). The values have more than doubled every ten years since 1970. The total number of housing units in the City was 2,360 in 1990. By 2000, the number of housing units increased by almost 30%, to 3,058.

**Table IIB-2: Year-round Housing Units by Structure Type**

	1970	1980	1990	2000
<b>Single-family</b>	1403	1691	1704	n/a
<b>Multi-family</b>	279	266	599	n/a
<b>Mobile Homes, Other</b>	13	13	59	n/a
<b>TOTAL Housing Units</b>	1,695	1,970	2,362	3,058
<b>Seasonal Housing Units</b>	n/a	22	37	53
<b>Median value of owner occupied</b>	\$15,700	\$36,000	\$65,900	n/a
<b>Persons per room</b>	3.09	2.54	2.22	2.12
Source: U.S. Census Bureau				

A large portion of the population lives in households, as opposed to institutions or group quarters. In 2000, 88% of the population lived in households and 12% in group quarters (e.g. dormitories, retirement homes). A majority (60%) of the households are considered “family” households, where people living together are related to each other. Thirty-six percent of all the households have only one person and 19% are single-person households where the person is 65 years or older. These figures support the trends toward smaller households and an aging population. More households in Brevard and other places in western North Carolina consist of single women over 65, living alone in homes.

C) Economic Characteristics

INCOME LEVELS

The latest figures on median household incomes show significant growth between the years 1980 to 1995. Table IIC-1 shows that the median incomes in the City and County are consistently lower than the national level. Transylvania County’s median income has been close to the State’s during this time period and has been higher than the median income in the City of Brevard. The County and the State continued to show income growth through 1995. 1995 figures for the City of Brevard were not available.

**Table IIC-1: Median Household Income**

	1980	1990	1995
<b>City of Brevard</b>	\$14,919	\$22,872	no data
<b>Transylvania County</b>	\$16,048	\$25,179	\$31,821
<b>State of North Carolina</b>	\$14,507	\$26,647	\$31,987
<b>United States</b>	\$17,710	\$29,943	\$34,076
Source: US Census and NC Department of Commerce			
Note: Figures represent dollar values for dates indicated.			

Transylvania County falls slightly lower than the State figures for both personal and family incomes. Table IIC-2 shows average personal (i.e. per capita) incomes in Transylvania were

**Table IIC-2: Region B Income (by County)**

	2000 Median Family Income	1998 Per Capita Personal Income
<b>Buncombe</b>	\$45,200	\$25,998
<b>Henderson</b>	\$47,900	\$26,115
<b>Madison</b>	\$45,200	\$18,599
<b>Transylvania</b>	\$42,400	\$23,378
<b>North Carolina</b>	\$46,000	\$26,220
Source: NC Dept. of Commerce		

less than in Buncombe and Henderson counties, but greater than Madison County. Per capita incomes in the region are somewhat lower than the average across the state.

Table IIC-3 shows rates of poverty in Brevard and Transylvania County compared to the rates in North Carolina and the United States. Brevard had a lower rate of poverty than all of these places in 1980 and 1990. Transylvania County's poverty rate has been close to the national rate during this time and equal to or less than the State's rate. The U.S. rate has been slowly rising since 1980, both overall and for persons under 18. For this younger segment of the population, Brevard's and Transylvania County's 1990 poverty rates were much higher than the national rate of 18.3%. It is difficult to predict the future poverty rates in Brevard and Transylvania, due to the loss of manufacturing jobs in recent years and uncertainty about the future.

		1980	1990
<b>Brevard</b>	Total %:	11.1%	12.2%
	% Under 18:	n/a	24.1%
<b>Transylvania County</b>	Total %:	12.5%	13.0%
	% Under 18:	13.5%	20.4%
<b>North Carolina</b>	Total %:	15.0%	13.0%
	% Under 18:	18.3%	17.2%
<b>United States</b>	Total %:	13.0%	13.1%
	% Under 18:	17.9%	18.3%

Source: US Census Bureau

**EMPLOYMENT**

Employment data is collected and compiled at the county level by the NC Employment Security Commission. Table IIC-4 shows that employment for Transylvania County has remained fairly constant between 1990 and 2000. The unemployment rate has varied, ranging between 2.6% and 4.1%, but has remained consistently below the state and national rates.

	1990	1995	2000
<b>Labor Force</b>	11,690	10,720	11,210
<b>Employed</b>	11,270	10,280	10,920
<b>Unemployed</b>	420	440	290
<b>Unemployment Rate</b>	3.6%	4.1%	2.6%
<b>NC Unemployment Rate</b>	4.2%	4.3%	3.6%
<b>US Unemployment Rate</b>	5.6%	5.6%	4.0%

Source: NC Employment Security Commission, Civilian Labor Estimates  
 Figures are annual averages

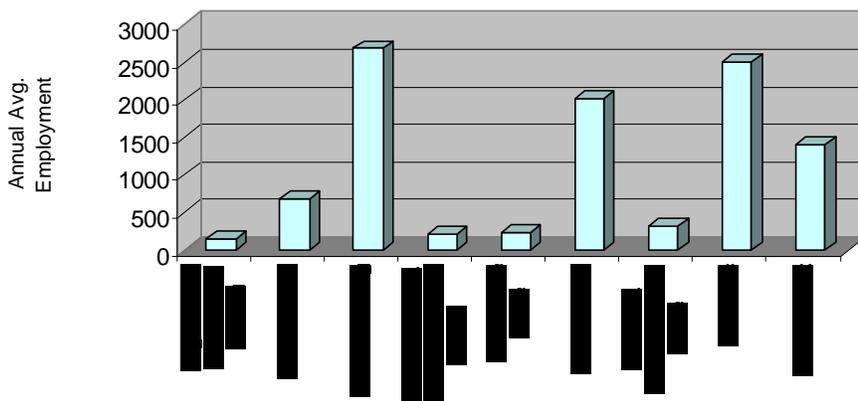
Table IIC-5 shows the employment and wages by industry sector in the years 1995 and 2000. The two accompanying charts show the 2000 data graphically. The number of jobs in agriculture has remained flat and

	1995		2000	
	Annual Avg Employment	Avg Wage per Worker	Annual Avg Employment	Avg Wage per Worker
<b>Total for All Industries</b>	9,460	\$24,027	10,245	\$29,160
<b>Private Total</b>	8,142	\$24,454	8,848	\$29,401
<b>Agriculture, Forestry and Fishing</b>	152	\$12,667	149	\$19,325
<b>Construction</b>	556	\$18,657	685	\$24,482
<b>Manufacturing</b>	2,957	\$37,642	2,689	\$45,640
<b>Transportation, Communications, Utilities</b>	200	\$34,858	218	\$40,338
<b>Wholesale Trade</b>	158	\$29,147	238	\$42,385
<b>Retail Trade</b>	1,816	\$11,203	2,026	\$14,034
<b>Finance, Insurance, Real Estate</b>	272	\$21,166	321	\$34,938
<b>Services</b>	2,023	\$18,564	2,512	\$23,377
<b>Government</b>	1,318	\$21,391	1,397	\$27,631

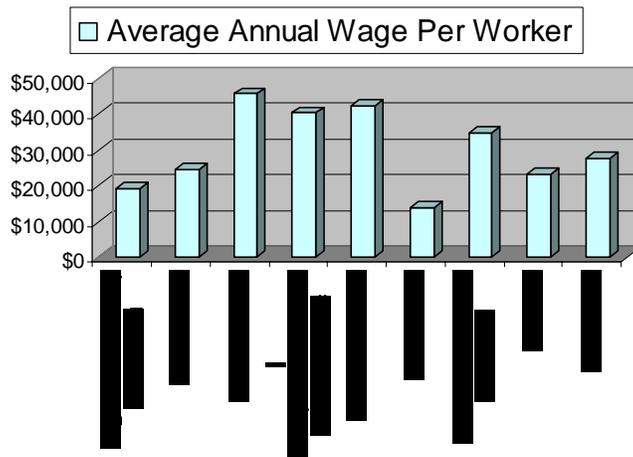
Source: NC Employment Security Commission

manufacturing jobs have decreased over this time, while the rest of the sectors have grown. The largest growth has occurred in the services and retail trade employment. These types of jobs tend to have lower wages than jobs in other sectors. Wages are highest in the manufacturing, transportation-communications-utilities, and wholesale sectors. However, manufacturing jobs are declining and are expected to continue to decline in the future.

**Figure IIC-1: Transylvania County 2000  
Employment by Sector**



**Figure IIC-2: Transylvania County 2000  
Wages by Employment Sector**



The largest private employers are manufacturing companies (see Table IIC-6), with the RFS Ecusta paper plant remaining the largest employer and currently employing about 900 people. This plant may close by the end of 2002; labor negotiations have been underway since early 2002 and the result of these is difficult to predict. The next largest employer is AGFA

Corporation, which manufactures and performs research on x-ray film. Agfa announced plans to close this plant by the end of 2002. The County Planning and Economic Development Department (see next section) will need to aggressively recruit businesses to replace these two large manufacturers. The next largest employers are service sector companies, with Transylvania Community Hospital and Brevard College leading in number of jobs provided. Wal-Mart, Aramark Services and Ingles Markets are the largest retail employers.

**Table IIC-6: Transylvania County Largest Private Employers**

	Industry type	Employment range
RFS Ecusta	manufacturing	500-999
AGFA Corporation	manufacturing	500-999
Transylvania Community Hospital Inc.	services	250-499
Coats American Inc. (Rosman)	manufacturing	250-499
Brevard College Corp.	services	100-249
Wal-Mart Stores Inc.	retail trade	100-249
M B Industries Inc. (Rosman)	manufacturing	100-249
Transylvania Vocational Services Inc.	services	100-249
Living Centers - Southeast Inc.	services	100-249
Aramark Services	retail trade	50-99
Ingles Markets Inc.	retail trade	50-99

Source: NC Employment Security Commission; 1Q2001 data

## ECONOMIC DEVELOPMENT

The Transylvania County Economic Development Commission was created by the City and the County in 1981. In 1990, the Commission’s responsibilities were transferred to a newly created County department, the Transylvania County Office of Planning and Economic Development. This department is responsible for assisting existing businesses and helping new businesses relocate to Transylvania County. The Planning and Economic Development Department works closely with Transylvania Partnership, a local non-profit organization responsible for assisting businesses and other economic-related organizations such as the Chamber of Commerce and the Heart of Brevard. Fluor Consulting is currently conducting a study for the County that will provide an analysis of the overall economic climate in the County and recommendations for economic development activities and types of industries to recruit. The study should be complete in May 2002.

### D) Existing Land Uses

The existing land use patterns established over many years are a major component of the Land Use Plan. This section discusses existing land uses, which were identified through a windshield survey conducted in the fall of 2000, and updated with input from Steering Committee members in early 2002. Land uses were grouped into the classifications described below and are shown on Map II-1.

### CENTRAL BUSINESS DISTRICT

Brevard's highest concentration of businesses is located in the Central Business District (CBD). This district has developed over the past 20 years to where it can be distinctly recognized apart from other commercial areas of the City. Encompassing nearly 26 blocks of downtown, the CBD is visually comprised of a mixture of offices and businesses that are easily accessible by both foot and vehicular traffic. Within the CBD the City houses some of its most cherished historic buildings. In 1990, The Heart of Brevard was organized to continue shaping the downtown into a thriving and visually attractive destination for tourists and residents alike. The Heart of Brevard built on work done by the Brevard Redevelopment Association, which began in 1979.

### COMMERCIAL – GENERAL HIGHWAY

Unlike the CBD, the General Highway Commercial (C-GH) uses in the city are designated by their proximity to one another and to major thoroughfares. These commercial uses are primarily found outside of downtown along Rosman Highway to the South and Asheville Highway to the North. C-GH uses are identified by their lower densities, lack of cohesiveness in placement of buildings and signage, and are usually encompassed by relatively large areas of parking. These uses are generally designed for easy automobile access and are often not designed with pedestrians in mind.

### COMMERCIAL – ISOLATED/NEIGHBORHOOD

These are areas within residential neighborhoods that are currently used as businesses. Homes have been converted into businesses, or businesses have been incorporated into residential neighborhoods. Some of these businesses serve the surrounding neighborhood and others serve the larger community. Examples of these include child day cares, restaurants, professional offices, repair shops and retail shops.

### INDUSTRIAL

There are few areas of industry remaining in the City. The last remaining heavy industrial site is the RFS Ecusta plant, which is located just outside the City limits to the north, off Ecusta Road. The other major concentrations of industry are zoned as light industrial and are located along Railroad Avenue, Burrell Avenue, and on Old 64 near Wilson Rd.

### MIXED USE

Bookended by Probart Street to the South and Whitmire Street to the North is a section of Brevard that is best categorized as Mixed Use. Mixed Use areas are defined by the diversity of business, residential, office and sometimes industrial uses. The recommendations section of this Plan will contain a more detailed description of this area of the City and how a mixed use designation may provide incentives for redevelopment.

### OFFICE / INSTITUTIONAL

These are areas which contain professional offices and institutional uses which serve the residents of the planning area as well as the remainder of the County. The location of these uses along major highways promotes diversified development along thoroughfares.

### PUBLIC / SEMI-PUBLIC / INSTITUTIONAL

These areas consist of lands controlled or owned by public bodies and lands which are devoted to mental, physical, spiritual and cultural development by non-profit organizations. Examples of these include: public schools, public parks, camps, community centers, civic buildings and churches. There are many churches throughout the planning area.

### LOW DENSITY RESIDENTIAL

These areas are lands, primarily in the ETJ, containing mostly one-family dwellings at an average density of not more than three dwelling units per acre. Much of this land is not served by both public water and sewer and lot sizes are generally adequate for an individual water supply and on-site sewage disposal. Typical lot sizes are well over one acre.

### MEDIUM DENSITY RESIDENTIAL

These areas contain mostly one-family and some two-family dwellings at an average density of three to six dwelling units per acre. These lands should be served by public water and sewer systems. Lot sizes are generally about one half of an acre. Most of these lands have been developed, this designation refers to the character of these existing neighborhoods. Medium Density Residential exists as the largest use within the City limits.

### HIGH DENSITY RESIDENTIAL

These are areas of land containing one- and two-family dwellings as well as multi-family structures at an average density of six or more units per acre. These areas are served by public water and sewer systems. The Land Use Map shows High Density Residential areas concentrated primarily around the CBD with additional concentrations within Straus Park.

### VACANT

Areas or parcels that contain vacant buildings and smaller parcels of land that have no development on them. Many parcels are vacant due to steep slopes or because they are in a floodplain.

### FOREST

Lands covered by trees capable of producing timber or other wood products. Much of the forest land is also on steep slopes that are not conducive to building development.

### FARMLAND / OPEN SPACE

Farmland, land used for agricultural purposes and other larger areas of undeveloped land not classified above.

### FLOODWAY

Lands which contain the channel and adjacent land that would contain the 100-year flood without increasing the elevation of the water surface more than two-tenths of one foot. The 100-year flood is defined as a flood having a one percent chance of being equaled or exceeded in any given year. Development in the floodway is prohibited.

## E) Community and Cultural Facilities

### PARKS AND RECREATION

The City contains many smaller parks throughout the City (see Map II-2). The largest facility is the Youth Sports Complex in the northeast part of the City. Franklin Park, near downtown, includes a swimming pool, playground, picnic facilities, recreational programming and supervision. The French Broad Community Center is operated for community use by the City through the proceeds of a special trust fund. Hap Simpson Park is located along the French Broad River and provides public access to the river.

### CULTURAL FACILITIES

Brevard has a wealth of cultural facilities, providing many opportunities for residents and visitors to participate in and enjoy arts, music, theater and other cultural programs offered by Brevard College, the Transylvania Arts Council and others. The College is located in the center of the City and the campus encompasses about 150 acres. The Brevard Music Center holds concerts throughout the summer, while also serving as a summer music camp for young people. This internationally-acclaimed music center contains over 145 buildings on 140 acres, in a woodland setting. The newly-renovated Falls Theater on Main Street also hosts an independently-produced film festival each summer. The arts are an important part of the community of Brevard and will likely continue to be a vital part of Brevard's future. Cultural facilities are an important component of the tourism industry in Brevard.

### HISTORIC PROPERTIES

The City of Brevard is home to a wealth of historic properties that add both an architectural and a cultural presence to the streets of Brevard. The Transylvania County Historic Preservation Commission has identified these sites in a 1998 published collection entitled *Transylvania, The Architectural History of a Mountain County*. Some of the more notable areas are along Probart Street and homes on East Main Street in the vicinity of Silvermont Park.

Many of the historic properties are located in the central area of the City and others are scattered throughout the City. It is important to preserve historic architecture and properties, to help maintain Brevard's character. The Transylvania County Joint Historic Preservation Commission is pursuing National Register designation for the central part of the Central Business District. An application has been filed and approved by the state preservation office. After this, the state review board reviews and approves/disapproves it, followed by the National Park Service's review and approval.

F) Transportation, Infrastructure and Municipal Services

THOROUGHFARES

The location and quality of transportation systems have a major impact on land development patterns. The system of streets and highways must provide for the safe, convenient and efficient movement of people and goods between places of residence, employment, shopping, and recreation. Major thoroughfares should be maintained so that a desirable rate and volume of vehicles is able to negotiate city streets. Streets must also be upgraded systematically to keep pace with increasing demand and changing land use patterns.

The street pattern in the Brevard planning area is essentially a radial system emanating out from a central grid, designed to serve intra-city traffic bound for or near the central business district and the Pisgah Forest business district. A Thoroughfare Plan for the City was prepared by the N.C. Department of Transportation (NCDOT) in 1998. The Plan analyzed the City's road system and recognized specific deficiencies within existing thoroughfare and street patterns. For instance, the Broad/Main and Broad/Caldwell intersections have historically had a higher number of accidents than other locations.

**Table IIF-B: Major thoroughfare capacity (vehicles per day)**

Street	capacity	current volume	volume by 2025
<b>Caldwell Street (US 64 Bypass)</b> from North Broad St. to Morgan St.	13,000	12,400	20,000
<b>Broad Street (US 64/276)</b> from Caldwell St. to Morgan St.	26,000	18,300	25,800
<b>US 64</b> from end of four lane to Caldwell St.	26,000	27,300	not available
<b>Old Hendersonville Highway (SR 1533)</b> from Ecusta Rd. to Wilson Rd.	9,000	8,100	11,800
<b>Main Street</b> from Brevard Elementary to Park Ave.	11,000	6,400	10,000

Source: NC Dept of Transportation, Thoroughfare Plan, 1998

Current and projected traffic volumes were compared to the design capacities for the main thoroughfares. According to the Thoroughfare Plan, most major thoroughfares are near or over their recommended capacities for vehicles per day (vpd). Table IIF-2 shows that Caldwell Street is currently very close to its capacity and U.S. 64, from the end of the four lane segment to Caldwell St., is already over its recommended capacity of 26,000 vpd. However, it is important to recognize that, while serious traffic congestion on existing thoroughfares can be undesirable, free-flowing large volumes of traffic can be advantageous to the overall economic health of the city.

In summary, traffic volumes are increasing on the main roads leading in and out of Brevard, with many sections close to their capacity. These roads could benefit from some design changes, signal improvements, and limiting the number of access points to the roadways. These and other suggestions are discussed in the Chapter IV and in the City's Transportation Plan.

### TRANSPORT

Transylvania People Oriented Rural Transportation (TRANSPORT) is Transylvania County's public transportation system. Rides are provided to the general public for a fare of \$1.00 each way within the Brevard city limits and \$2.00 each way outside the city limits, with 24-hour advance notice and based on available space. TRANSPORT services include:

- ⇒ Coordinating with the Department of Social Services to transport Work First clients;
- ⇒ Providing transportation for senior adults (age 60 and older) to nutrition sites, shopping areas or other destinations;
- ⇒ Providing transportation for people with mental and physical disabilities;
- ⇒ Providing transportation to pre-school age children from home to the County's child development center or other day care centers.

### MED-DRIVE

Sponsored by Transylvania County, MED-Drive is a community service to the residents of Transylvania County. MED-Drive is a service for persons over age 60, or those who meet special eligibility requirements who have no other means of transportation. Transportation is provided within the County for scheduled doctors appointments, out-patient services or other health-related appointments. Out-of-county transportation is only provided to those eligible patients who are receiving chemotherapy, radiation therapy or renal dialysis or for services not provided within Transylvania County. MED-Drive volunteers use their own vehicles and provide the gasoline.

### RAILROADS

Southern Railway presently provides service to the northern portion of Brevard, primarily the RFS Ecusta plant and the Jennings Industrial park. This is the only part of the City that currently has access to rail service. Southern Railway provides freight and piggyback service at its Asheville switching yard.

### BICYCLE AND PEDESTRIAN TRANSPORTATION

The City of Brevard is scheduled to begin construction in 2002 of Phase One of the Brevard Pedestrian/Bicycle Path. This project is designed as a safe transportation alternative for everyone in the community. The goal of the project is to link as many of the key sites in the urbanized area as possible, while maximizing Brevard's environmental assets, greenways and natural corridors. The proposed pedestrian/bike pathway will serve to connect schools and

recreation facilities with residential areas and the local hospital. This new alternative will provide a safe means for children to access the public sports facilities.

The first phase begins at the intersection of Allison Road and U.S. 64 and extends to the intersection of Morris Road and Ecusta Road (SR 1516 and SR 1512). This route connects Cedar Hill Apartments (a 33 unit low income housing complex), Transylvania Community Hospital, the County recreation center and the City of Brevard's Youth Sports Complex. Additional access is available from these sites to Pisgah Forest Elementary School and the Davidson River Alternative School. This first Phase will be approximately 1.8 miles long. The finished project is envisioned to be a 10-foot wide paved pathway that will provide an alternative means of transportation for individuals wishing to use any of the facilities the pathway crosses. The first phase of pathway will be the centerpiece of a three-phase bike/pedestrian pathway that will join the downtown area of Brevard with the large camping facility, Davidson River Campground, in Pisgah National Forest.

### WATER AND WASTEWATER TREATMENT FACILITIES

The City of Brevard's water and wastewater treatment capabilities are excellent. Orderly urban growth generally requires central water and wastewater treatment facilities. The well and septic system approach often used in rural areas is not well suited to more intensive urban densities. Water and sewer lines are gradually being extended to areas around the City as they develop to urban densities. Map II-3 shows current water and wastewater service areas.

Cathey's Creek at the City water plant flows at 30 cubic feet per second (19.4 million gallons per day (MGD)). The water treatment plant is capable of treating 2.6 MGD. In the year 2000, 50% of this capacity was treated. According to the Brevard Comprehensive Water Study (B.P. Barber and Associates (1989)), the peak city-wide water demand is projected to be 1.67 MGD by 2010 – well below design capacity. The system is capable of serving customers up to 2450 feet in elevation at the center of the service area. Customers up to 2210 feet can be served at the edges of the service area. Supplemental pumps and storage are generally required above those levels. Since 1990, three additional storage tanks have been added to the system — two 75,000 gallon and one 244,000 gallon — bringing the storage total to 2,394,000 gallons.

The City wastewater plant is designed to treat 2.5 MGD. This capacity is well matched to the water treatment plant capacity (2.6 MGD). This plant should also be adequate to serve the City well beyond 2010. Wastewater collection and treatment are being provided consistent with the Brevard Section 201 Facilities Plan.

The excess capacity of the City's water and sewer systems is a significant asset in attracting future growth. The City's ability to provide adequate and reliable water service can be used as an effective growth management tool. Through a carefully planned expansion of the system, the City can influence the location and direction of higher density development within the planning jurisdiction. This planned expansion will reduce the capital costs associated with serving new areas, and will discourage suburban sprawl by promoting more compact

development within any expanded service areas.

Water service can also be used to encourage the annexation of areas adjacent to the City limits. The City will pursue grant funding, when its available, to defray the cost to city residents for utility extensions. Brevard has a cooperative planning agreement with the County for extensions into the ETJ. The City Council must approve all water service outside the City limits and in the City's extraterritorial jurisdiction (ETJ). The Council's current policy is to require that developers of property outside the city limits petition for annexation in order to obtain utility service. In 1996 the City began charging new industries water impact fees to account for their impact on the City's water treatment system and to help pay for future water and sewer expansion.

### FIRE PROTECTION

Fire protection is provided in all areas of Transylvania County by volunteer fire departments. The Sylvan Valley #2 Fire District is served by the Brevard Fire Department which also serves City residents. Sylvan Valley residents pay for this service through district taxes. The Insurance Services Organization (ISO) rating for the City is 5 (One is the best rating). This rating is based on the number of stations, number of fire trucks, locations of hydrants and distances traveled, among other things. In general, the City has good fire protection and the volunteers are well-trained.

### CAPITAL IMPROVEMENTS PROGRAM

Beginning in 1983, the City initiated a significant effort to improve its facilities through the development and implementation of a capital improvements program (CIP) and budget. The CIP identifies needed capital facilities, provides cost estimates and recommends priorities for the implementation of these projects. Using this plan, the City provides funding for capital facility needs in a sound, systematic manner. The capital improvements plan also serves as an important tool for attaining the development objectives of the Land Use Plan, since the CIP is reviewed every year and revised to reflect the changing needs and priorities of the City.

## G) Environmental Resources and Physiography

The physical characteristics of an area are influenced by the location and intensity of development in the area. Factors such as geology, topography, flooding, drainage, and soil conditions may place physical and/or economic restraints on development.

This section presents and analyzes basic data on the natural environment of the Brevard planning area. This information about various aspects of the physical environment provides the framework for planning future land use. The data presented are general in nature and suitable for guiding overall development decisions in a general way.

LOCATION OF PLANNING AREA

Brevard is located within the Appalachian Mountain Range in Western North Carolina, southwest of the City of Asheville, NC. Brevard, the county seat, is centrally located within Transylvania County. The planning study area extends generally a mile out from the city limits. The planning area is larger than the official ETJ area, which varies from 0 to 0.5 mile beyond the city limits. Most of the Plan maps show the planning area as well as the ETJ and city limits.

CLIMATE

On average, about one day in three is fair, one is cloudy with significant precipitation, and one is partly cloudy, sometimes with light showers. The proportion of rainy days is slightly higher in late Spring and early Summer and slightly lower in Fall and early Winter. In any season of the year, wet spells may occur when rain falls every day for one or two weeks or more and occasional dry periods may occur when no rain falls for a similar length of time. The sun shines a little less than half the daylight hours, as cloudiness usually comes with the

**TABLE IIG-1: TEMPERATURE AND PRECIPITATION**  
Based on central location 2,100 feet above mean sea level

<i>Transylvania County</i>	Average Daily Maximum Degrees F.	Average Daily Minimum Degrees F.	Average Total Precipitation (inches)	Number of days with snow cover	Average depth of snow on days with snow cover
January	51	27	5.6	4	2
February	53	28	5.6	3	2
March	60	34	6.2	2	3
April	69	41	5.0	under 1	under 1
May	77	49	4.8	0	-
June	83	57	5.5	0	-
July	84	60	6.5	0	-
August	84	60	6.0	0	-
September	79	54	4.5	0	-
October	71	43	4.3	0	-
November	61	31	4.0	under 1	under 1
December	52	26	5.5	2	1
<b>Year avg.</b>	<b>69</b>	<b>43</b>	<b>63.5</b>	<b>11</b>	<b>2</b>

prevailing southerly winds. Relative humidity averages seventy to seventy-five percent year round and ranges from about ninety-five percent at sunrise, to fifty-five percent at mid-afternoon.

The snow-cover data are applicable to open, level ground at a 2000 ft. elevation. In some winters, the highest peaks in the County may remain snow-covered continuously for a month or more. In a usual winter, however, most of the precipitation occurs when southerly winds bring rising temperatures along with moisture. Consequently, rain is the predominant form of precipitation in all seasons. See Table IIG-1 for details.

Summer thunderstorms in Transylvania County cause damage more frequently than storms in other seasons. They

Source: A.V. Handy, Climatologist for North Carolina, U.S. Department of Commerce

can bring heavy rain that may cause flash flooding of small streams and occasionally substantial flooding of the French Broad River. The heaviest electrical force of the storms occurs on the mountain peaks, where the damage is usually limited or unnoticed. In rare instances of dry weather, lightning may start a forest fire. Hail or damaging winds resulting from thunderstorms are typically limited or unnoticed.

Other weather conditions that affect the area are winter cold fronts and sleet or glaze. Cold fronts are usually weakened by passing over the high elevations in the northwest section of the County, but the southwesterly winds in advance of them can cause much precipitation. Glaze results when rain freezes on outdoor surfaces and forms a layer of ice. Periods of glaze, sometimes called ice storms, occur less frequently in the southern mountains than in the northern, but they occasionally cause tree limbs, shrubs and transmission lines to break.

The prevailing wind flow in Transylvania County is southerly, but winds from the northeast, north and northwest are not uncommon. Winds near the earth's surface are channeled by topography, and, in a given locality, their flow may differ considerably from the general flow. The average wind speed is less than ten miles per hour near the surface. On a typical day, it may range from fifteen miles per hour at mid-day to zero in the hours between midnight and dawn. Wind usually increases with elevation and winds funneled between peaks may reach higher speeds than elsewhere. Like other weather factors, wind varies greatly in the mountains.

### TOPOGRAPHY

Natural and artificial features of the land comprise the topography. Map II-5 is included as a guide to the topography and shows 40 foot contour lines. Within the planning area, the topography generally consists of rolling hills and uplands with some areas of steeper slopes, stream terraces, and floodplains. Slope is an important factor that affects tillage, drainage and erosion.

Land with a slope of five to fifteen percent can be considered for almost any type of development except when subject to flooding. Industrial, commercial or residential development can generally take place in these areas if not limited by poor soil conditions.

Slopes from fifteen to thirty percent are best limited to residential or possibly commercial land uses, which can be modified to fit the topography. When slopes exceed thirty percent, only low density residential land use can be satisfactorily developed and adjusted to the severity of the terrain. It is extremely difficult to provide both sewer and water service to land uses occupying such mountainous areas, and the construction of safe roads by developers is both difficult and expensive. Because of the severity of slope, areas to the west and northwest of the Brevard city limits have grown rather slowly with only scattered residential structures being present. Slopes in these areas measure from 30 to 70 percent.

### GEOLOGY

Geologic formations form the base upon which development occurs. The Brevard planning area lies on top of gneiss and schist. *Henderson Granite Gneiss* covers the majority of the planning area, while *Brevard Schist* covers only the northwestern corner. *Henderson Granite Gneiss* crops out of the Brevard belt in southwestern Transylvania County. Henderson Gneiss is of medium-gray to dark-gray color and weathers to a light-gray or a yellowish to reddish-brown color. The broad floodplain of the French Broad River to the east of the planning area has developed on this rock formation. *Brevard Schist* is generally dark bluish-gray with layers of light-gray quartzite of marble and weathers to dull gray or brown. Most of the Brevard Schist weathers readily and the resulting topography varies from nearly flat to moderately rugged.

Generally, these geologic formations do not impose severe constraints for future development; however, outcroppings of rock and areas where bedrock lies close to the surface are not suitable for development.

### SOILS

One of the most critical items in planning future land use is that of soils. Soil permeability, its shrink/swell potential, its depth to bedrock and the flood hazards it suggests indicate suitability for certain types of development. Soils within a floodplain drain poorly and are inappropriate for most uses which involve permanent structures. Bedrock near the surface of the soil can present construction problems as well as poor absorption for septic tank use.

The three soil associations located within the planning area include Chandler-Fannin-Watauga in the northwest portion of the area, Talledega-Fletcher-Fannin in the central portion, and Rosman-Toxaway-Transylvania to the east. The most prevalent soil series in the central area of Brevard is the Brevard series. In areas of less than 10 percent slope, this soil series is suitable for agriculture and building development. Most of these areas are either developed or in agriculture.

Table IIG-2 shows the generalized limitations of these soil associations for various types of uses. Some of the limiting factors shown in the table are mitigated within the planning area by less severe slope and the presence of public water and waste-water service. A general soils map for the County is included as Map II-6. For more detailed information, refer to the "Soil Survey of Transylvania County" (USDA, Soil Conservation Service and Forest Service, January 1974).

### WATER RESOURCES

The abundant water supply in Transylvania County is one of its most valuable resources. The Brevard planning jurisdiction lies within the drainage area of the French Broad River and four of its major tributaries – Davidson River, King Creek, Nicholson Creek and Tucker Creek.

**TABLE IIG-2: SOIL LIMITATIONS / FEATURES (Part 1)**

Soil Series & Map Symbol	Residential Commercial Industrial Structures	Septic Tanks	Transportation Highway Location	Recreation Low Intensity	Recreation High Intensity	Agricultural Drainage
Au Augusta	<b>Severe:</b> Seasonally High Water table; infrequent flooding	<b>Severe:</b> Seasonally high water table; infrequent flooding.	Seasonally high water table; infrequent flooding.	<b>Severe:</b> Seasonally high water table; infrequent flooding	<b>Severe:</b> Seasonally high water table; infrequent flooding	Seasonally high water table; <b>Moderate</b> permeability; infrequent flooding
Bv Brevard	<b>Slight:</b> on slopes less than 10% <b>Moderate:</b> on slopes 10 to 25%; <b>Severe:</b> on slopes more than 25%	<b>Slight:</b> where slopes are 2 to 6%. <b>Moderate</b> where slopes are 6 to 10%. <b>Severe:</b> where slopes are greater than 10%	Slopes of 2 to 45%; moderate to high susceptibility to frost	<b>Slight:</b> on slopes less than 6%; <b>Moderate;</b> on slopes 6 to 15%; <b>Severe:</b> on slopes greater than 15%	<b>Moderate:</b> on slopes less than 6%. <b>Severe:</b> on slopes greater than 6%	Well drained
Ce Chandler	<b>Severe;</b> Slope	<b>Severe:</b> slope	Slopes of 45 to 70%; stones hinder grading; unstable cut slopes; highly erodable; high susceptibility to frost	<b>Severe:</b> slope	<b>Severe:</b> slope; stoniness	<b>Somewhat</b> excessively drained
De Delanco	<b>Moderate</b> seasonally high water table. <b>Severe:</b> in low lying areas; subject to infrequent flooding.	<b>Moderate:</b> seasonally high water table. <b>Severe:</b> in low lying areas; subject to infrequent flooding.	Seasonally high water table; high susceptibility to frost; infrequent flooding in low-lying areas	<b>Moderate:</b> Seasonally high water table. <b>Severe:</b> in low lying areas; subject to infrequent flooding	<b>Moderate:</b> Seasonally high water table. <b>Severe:</b> in low lying areas; subject to infrequent flooding	Seasonally high water table; moderate permeability; infrequent flooding
Fa Fannin	<b>Slight:</b> on slopes less than 10%. <b>Moderate:</b> on slopes 10-25%. <b>Severe:</b> on slopes greater than 25%.	<b>Moderate:</b> on slopes less than 10%. <b>Severe:</b> on slopes greater than 10%	Slopes 6% to 70%; moderate to high susceptibility to frost; depth to bedrock more than 5 feet.	<b>Moderate:</b> on slopes 6 to 15%; <b>Severe:</b> on slopes greater than 15%	<b>Severe:</b> slope	Well drained
Ff Fletcher	<b>Slight:</b> on slopes less than 10%. <b>Moderate:</b> on slopes 10-25% <b>Severe:</b> on slopes greater than 25%.	<b>Moderate:</b> on slopes less than 10%. <b>Severe:</b> on slopes greater than 10%	Slopes 6% to 25%; high susceptibility to frost; depth to bedrock more than 5 feet	<b>Moderate:</b> on slopes 6 to 15%; <b>Severe:</b> on slopes greater than 15%	<b>Severe:</b> slope	Well drained
Ro Rosman	<b>Severe:</b> very frequent flooding	<b>Severe:</b> very frequent flooding	Very frequent flooding; seasonally high water table	<b>Severe:</b> very frequent flooding	<b>Severe:</b> very frequent flooding; seasonally high water table	Seasonally high water table; <b>Moderately</b> rapid permeability; very frequent flooding

**TABLE IIG-2: SOIL LIMITATIONS /FEATURES (Part 2)**

Soil Series & Map Symbol	Residential Commercial Industrial Structures	Septic Tanks	Transportation Highway Location	Recreation Low Intensity	Recreation High Intensity	Agricultural Drainage
Ta Talladega	<b>Severe:</b> slope	<b>Severe:</b> slope; depth to bedrock is 1 to 4 feet	Slopes up to 45%; depth to bedrock 1 to 4 feet; unstable cut slopes	<b>Severe:</b> slope	<b>Severe:</b> slope	Well drained
Te Tate	<b>Moderate:</b> at base of slopes and in small draws <b>Severe:</b> on slopes greater than 10%	<b>Moderate:</b> on slopes less than 10%; seasonally high water table; <b>Severe:</b> on slopes greater than 10%	Hillside seepage	<b>Slight:</b> on slopes 2 to 6%. <b>Moderate:</b> on slopes 6 to 15%; <b>Severe:</b> on slopes greater than 15%	<b>Moderate:</b> on slopes less than 6%. <b>Severe:</b> on slopes greater than 6%	Hillside seepage
To Toxaway	<b>Severe:</b> very frequent flooding; Seasonally high water table	<b>Severe:</b> very frequent flooding; Seasonally high water table	Very frequent flooding; Seasonally high water table	<b>Severe:</b> very frequent flooding; Seasonally high water table	<b>Severe:</b> very frequent flooding; Seasonally high water table	Seasonally high water table; moderate permeability; very frequent flooding
Tr Transylvania	<b>Severe:</b> very frequent flooding	<b>Severe:</b> very frequent flooding	Very frequent flooding; Seasonally high water table	<b>Severe:</b> very frequent flooding	<b>Severe:</b> very frequent flooding	Seasonally high water table; Moderately rapid permeability
Ts Tusquitee	<b>Moderate:</b> at base of slopes. <b>Severe:</b> on slopes greater than 25%	<b>Moderate:</b> on slopes less than 10%. <b>Severe:</b> on slopes greater than 10%	Slopes up to 45%; stones hinder grading; <b>moderate to high</b> susceptibility to frost	<b>Moderate:</b> on slopes 6 to 15%. <b>Severe:</b> on slopes greater than 15%	<b>Severe:</b> slope	Well drained
Wa Watauga	<b>Slight:</b> where slopes are less than 10%. <b>Moderate:</b> where slopes are 10-25%. <b>Severe:</b> where slopes greater than 25%	<b>Moderate:</b> on slopes less than 10%. <b>Severe:</b> where slopes are greater than 10%	Slopes 6% to 45%; depth to bedrock more than 4 feet; high susceptibility to frost	<b>Moderate:</b> on slopes 6 to 15%. <b>Severe:</b> on slopes greater than 15%.	<b>Severe:</b> slope	Well drained

Water for municipal and industrial use is obtained largely from surface streams and the water for rural residences is obtained primarily from wells and springs.

The main streams are subject to periodic flooding. The largest recorded flood occurred in July of 1916 as a result of a major hurricane which moved inland from the South Carolina coast and the Gulf. Thousands of acres of croplands were destroyed and utilities and services were halted by floodwater and mud slides.

Following studies by the Tennessee Valley Authority in 1964, floodway and floodplain maps were prepared for Brevard, Rosman and Transylvania County. The County and its municipalities are now participating in the National Flood Insurance Program, which provides low cost insurance for property and structures subject to flooding. One requirement of the program is that local governments prohibit any filling or construction within designated floodway areas. The Zoning map for the Brevard planning area designates an F-1 (floodway) district and a floodplain overlay, which in conjunction with the Zoning ordinances enables the City to effectively regulate floodplain development. Floodplains comprise a significant portion of the planning jurisdiction as shown on Map II-7.

### H) Existing Policies

The City of Brevard has developed a number of local ordinances to control various land uses. See Appendix A for a list of these related ordinances. The City Council appoints city residents to a Planning and Zoning Board, Board of Adjustment, the County Transportation Advisory Board and a recently formed Appearance Commission, as well other ad hoc committees. The City has developed and updated Land Use Plans since at least 1980 to plan for and help guide development. The City should continue to be proactive with its policies and ordinances as it moves into the future.

Chapter IV discusses some recommended changes to the Zoning and Subdivision Ordinances and to some other development policies. The City's Zoning Map is shown on Map II-8.

### I) Projected Growth and Land Needed for Future Development

#### PROJECTED POPULATION GROWTH

The City of Brevard grew at a slow rate, between one and 1.5 percent, from 1970 to 1990. Then between 1990 and 2000, it grew by 26%, mainly due to annexation of new areas into the City. This wide variability in growth rates makes it difficult to project growth based on past rates of growth. One aspect that has remained fairly stable or similar across the past three decades is the portion of Transylvania County's population that lives in the City of Brevard. Since 1970, Brevard has contained, on average, about 23% of Transylvania County's population. Thus a more reasonable way to project Brevard's population growth, would be to

base it on projected growth for the County.

	Population (U.S. Census)			
	1970	1980	1990	2000
City of Brevard	5,243	5,323	5,388	6,789
Transylvania County	19,713	23,417	25,520	29,334
Brevard as % of Transylvania	26.6%	22.7%	21.1%	23.1%
Growth rate for Brevard		1.5%	1.2%	26.0%
Growth rate for Transylvania		18.8%	9.0%	14.9%

The NC Office of State Planning produces estimates of future county populations, based on past trends, recent data (including the 2000 U.S. Census) and expected demographic and other trends (e.g. the aging of our population). The estimates it has projected for Transylvania County through the year 2020 are shown in Table II I-2. Brevard’s projected populations for 2010 and 2020 are based on the assumption that its “share” of the County’s population will remain about the same as it has been in the past few decades. These projections show that Brevard is likely to have about 8,050 people in 2020, an increase of 1,260 from 2000.

	Projected Population	
	2010	2020
City of Brevard	7,531	8,046
Transylvania Co.	32,187	34,390

Based on Brevard containing 23.4% of County pop.

Other related trends that have been occurring in Brevard are:

- (1) household size has been decreasing, from 2.54 persons per household in 1980 to 2.12 in 2000;
- (2) the total number of people living in households has been slowly declining; and
- (3) the number of people living in group quarters (e.g. nursing homes, dormitories) has been gradually increasing.

Taking these factors into consideration along with the projected population growth, Brevard is likely to see approximately 440 additional households by the year 2020 and 530 additional people living in group quarters. Some of this growth may occur within Brevard’s current city limits and some will occur in adjacent areas that will be annexed over these 20 years. Two major housing developments under development, Straus Park and Deer Lake, will likely add a couple hundred more housing units over the next ten years.

Brevard has a fifteen-year obligation to pay off for past annexations. This limits the City's ability to annex large areas in this timeframe. As the opportunity to pay for sewer becomes feasible due to private investment, areas will be annexed over time.

### LAND AVAILABLE FOR DEVELOPMENT

Referring to the Vacant Parcels map (Map II-9), approximately one-third of the land area within the City limits is vacant/undeveloped. Close to one-half of the land in the ETJ area is vacant. However, most of the large parcels of vacant land are located in the ETJ and in the floodplain; these parcels are generally farmland or open/green spaces. Some larger parcels in the City and ETJ, on the northeast side of the City, are likely to be developable — the slope is mostly less than 15% and the area is not in a floodplain. It appears that there are a number of vacant parcels scattered throughout the existing residential and commercial areas, offering some potential for infill development throughout the City. Upon closer look, many of these undeveloped parcels have steep slopes or are located in the floodplain, limiting their potential for development.

Chapter IV of this Plan discusses strategies to encourage infill development and ways to diversify the areas of commercial strip development that would accommodate some additional residential development and allow for the mixing of land uses in some areas. Also discussed is the possibility of adding residential units to the second and third floors of existing buildings in and around the CBD, which would also increase the housing stock for the anticipated increase in population.



## CHAPTER III: GOALS AND OBJECTIVES

### A) Local Government and Community Goals & Objectives

Unlike the guiding principles listed in the Introduction, the following are goals and objectives related to land use and growth management that will guide the City's actions in the future. These goals and objectives outline the policies and principles that are important to Brevard. They are consistent with many of the most current national trends listed earlier in this chapter, as well as with many of the recommendations presented by the NC Smart Growth Commission to the General Assembly in November, 2001. The following is a list of goals and objectives which have been recommended by the Focus 2020 focus groups. Although there are additional objectives for each category or focus group area, this list contains those objectives that pertain to land use. Please refer to the Focus 2020 Community Report (Volume I, March 2000) for more details and additional goals and objectives.

☀ = Measurable Objectives (as stated in the Focus 2020 Community Report)

#### 1) ECONOMIC DEVELOPMENT

**Goal 1.1:** Promote managed economic growth while preserving the natural environment and ambience that make Brevard a desirable place to live, work, and play.

- ☀ Reduce the sensitivity of our local economy to a severe downturn of a major employer
- ☀ Manage the City's infrastructure growth and provide services to those places that enhance the City's ability to help existing businesses and attract new businesses.
- ☀ Maintain Brevard's current environmental quality while promoting economic development
- ☀ Foster greater coordination and cooperation for economic development between Brevard, Transylvania County, and other county and regional organizations
- ☀ Encourage greater economic development in downtown Brevard through the revitalization of existing buildings and the construction of new private buildings facilities

#### 2) ENVIRONMENTAL QUALITY

**Goal 2.1:** Maintain and preserve local air quality

- ☀ Improve air quality through local and regional actions

**Goal 2.2:** Maintain and improve natural water resources in Brevard and Transylvania County

- ✿ Reduce discharge of harmful nutrients into water sources
- ✿ Reduce siltation and sedimentation of our streams

**Goal 2.3:** Understand the nature of flooding problems in Brevard

- ✿ Assess the extent of flooding in Brevard and low-lying areas
- ✿ Define causes of flooding by watersheds within Transylvania County and Brevard
- ✿ Correlate rainfall to flooding by watershed
- ✿ Predict flooding changes for Brevard by expected population and industrial growth within major watersheds

**Goal 2.4:** Develop a watershed-based plan of flood reduction and flood control

- ✿ Identify alternative watershed-specific actions that reduce or control flooding

**Goal 2.5:** Ensure efficient and appropriate use of available land

- ✿ Encourage environmentally sensitive urban development by using available land efficiently and by avoiding additional flooding and soil erosion
- ✿ Use existing developed property

**Goal 2.6:** Control environmentally sensitive development on mountain slopes and ridges

- ✿ Avoid additional flooding and additional soil erosion
- ✿ Preserve aesthetically and economically valuable views and green spaces

**Goal 2.7:** Protect open space and forest cover in and around Brevard

- ✿ Direct growth away from areas to be protected
- ✿ Replace large commercial billboards with smaller signs
- ✿ Nurture an informed citizenry

### 3) GATEWAYS, CORRIDORS, AND DOWNTOWN

**Goal 3.1:** Preserve traditional, rural character along corridors

- ✿ Maintain existing agricultural and forest land adjoining thoroughfares
- ✿ Keep new and existing commercial areas compact and separated by open spaces
- ✿ Landscape open spaces as “countryside”
- ✿ Create building designs which support the landscape “feel”
- ✿ Redesign and enhance parking
- ✿ Remove unnecessary public signs and reduce sign clutter

**Goal 3.2:** Protect small town atmosphere

- ✿ Establish a development/redevelopment pattern of clustered sites with definite boundaries, beginning with the downtown area (Each separate area could be thought of as a small town in and of itself and organized that way)

**Goal 3.3:** Maintain existing and future thoroughfares that are efficient, attractive and safe

- ✿ Control the type, density, and character of adjoining land uses

**Goal 3.4:** Accommodate future commercial and office/institutional facilities required by the growth of the community

- ✿ Plan and establish a diversity of potential development areas along all thoroughfares (Coordinate with economic development goals and recommendations)

**Goal 3.5:** Enable owners of corridor properties to realize benefits they have come to expect from the sale of their properties

- ✿ Establish long-term land use and zoning classification for properties along and near thoroughfares

**Goal 3.6:** A safe and accessible downtown with improved pedestrian / vehicular circulation and an effective graphics system

- ✿ Improve traffic flow
- ✿ Create safe and easily accessible parking spaces that provide for a variety of needs and modes of transportation

**Goal 3.7:** A comfortable and inviting downtown that establishes a

community gathering place full of life and energy

- ✿ Improve the appearance and function of downtown

**Goal 3.8:** A strong economic center with cultural and educational emphasis that includes a wide range of commercial and professional businesses, government offices and residences—supported by incentive-based development

- ✿ Maintain a strong mixed use character with a wide range of products and services

**Goal 3.9:** A physically appealing location with a distinctive community character and a respect for its heritage

- ✿ Improve overall appearance of the existing environment, initiating improvements that are compatible and building on the unique character of downtown

#### 4) CULTURAL, EDUCATIONAL AND RECREATIONAL ENRICHMENT

**Goal 4.1:** Provide accessible cultural programs appealing to a wide range of personalities and ages, including older youth and young adults

- ✿ Provide a conduit for the development of Task Force recommendation related to cultural issues

**Goal 4.2:** Provide safe places and opportunities for social interaction, as well as appropriate gathering places for youth

- ✿ Create an in-line skating park
- ✿ Create a Bike/Hike Path in Brevard
- ✿ Create a network of greenways and parks throughout the community

#### 5) TRANSPORTATION

**Goal 5.1:** Provide a traffic circulation system for Brevard and surrounding environs that is safe and flexible and meets the needs of drivers, pedestrians, bicyclists, and skaters

- ✿ Complete current highway and sidewalk projects on schedule and on budget

**Goal 5.2:** Work with County and NCDOT in constructive, effective ways to provide transportation infrastructure that serves the changing needs of our community

- ✿ Complete elements of the Thoroughfare Plan on schedule and on budget
- ✿ Improve existing roadway system

**Goal 5.3:** Adhere to speed limit and other traffic signs posted on City's roadways and in neighborhoods

- ✿ Significantly reduce accidents caused by speeding on Brevard streets

**Goal 5.4:** Minimize traffic accidents by improving traffic control and flow and through continuing safety awareness / accident prevention education

- ✿ Implement a comprehensive, on-going traffic safety and accident prevention program

**Goal 5.5:** Provide a network of paths and sidewalks that will enable safe pedestrian and bicycle access to downtown, schools, parks, shopping areas, recreational centers and residential neighborhoods

- ✿ Complete a network of bicycle and pedestrian pathways linking downtown and neighborhoods to schools, parks, and recreational and cultural centers

## 6) HOUSING AND NEIGHBORHOODS

**Goal 6.1:** Provide adequate and appropriate rental housing for the various socio-economic groups

- ✿ Build 20 units every 5 years of low income rental housing
- ✿ Encourage and support construction of moderate income (50%-80% median rental units)

**Goal 6.2:** Provide safe, adequate, and affordable housing for families within the City limits

- ✿ Build 10 units per year for low income households
- ✿ Build sufficient housing for people in median income range. *An estimated 25 new housing units per year will be required to accommodate City Growth*

**Goal 6.3:** Organize and allocate funds to promote the rehabilitation of

substandard housing and to raise the quality of existing substandard housing

- ✿ Foster rehabilitation and maintenance of existing dwelling units

**Goal 6.4:** Provide safe, adequate and monitored care facilities / housing for the special populations

**Goal 6.5:** Preserve, with controlled, proactive planning, the existing qualities of Brevard neighborhoods and set qualitative standards for new development which provides individual freedom without sacrificing community cohesiveness and common good

- ✿ Allow higher density in existing residential areas zoned as R-1
- ✿ Encourage in-fill housing developments in existing neighborhoods
- ✿ Improve and maintain parks, storm drainage, sidewalks and public landscaping
- ✿ Improve existing private housing through rehabilitation /preservation
- ✿ Promote mixed uses in existing residential areas
- ✿ Re-use vacant downtown space for residential or professional purposes
- ✿ Encourage higher density developments, especially those clustered with open spaces
- ✿ Add infrastructure for new development — where and when we want to encourage growth
- ✿ Encourage mixed home sizes and types in new residential developments

## 7) PUBLIC SAFETY & HEALTH

The goals and objectives for this category are not directly related to land use, except for one objective:

- ✿ Foster a culture of healthy lifestyle awareness for all citizens

Land use patterns and transportation design are related to lifestyles because healthy lifestyles include being physically active. Land use patterns and transportation facilitates and designs that encourage walking and biking enable more active lifestyles.

## B) State Goals and Objectives

The North Carolina General Assembly, through legislation initiated by Senator Howard Lee and Representative Joe Hackney (Session Law 1999-237, Section 16.7) established the North Carolina Commission on Smart Growth, Growth Management and Development (a.k.a. the Smart Growth Commission). Thirty-seven members were appointed that represented diverse interests and geographic areas throughout the state. They first assembled in January 2000, met a number of times in 2000 and 2001, and produced a final report to the General Assembly in November 2001. The report contains many recommendations related to legislation, regulations, planning, incentives and funding across the issue areas of:

- ◆ Community and Downtown Vitality;
- ◆ Farm and Open Space Preservation; and
- ◆ Transportation

The report offers an unprecedented, statewide approach to managing growth in North Carolina:

“Through its findings and recommendations, the Smart Growth Commission has articulated an approach to allocating resources to guide and support development that is flexible, proactive, frugal, and incentive-based. The Commission recognizes some local and state government programs in North Carolina already employ smart growth principles, but in a disjointed manner that requires coordination and a unifying vision. The report therefore outlines a leadership role for state government in providing direction, tools, and support for growth management, while promoting cooperative solutions and respecting local prerogatives and private property rights.”

Underlying the specific recommendations in the report, the Smart Growth Commission also developed and advocates a set of Core Principles:

- ◆ NC citizens and government should articulate the sort of growth they want rather than leave choices to chance;
- ◆ Growth can be managed while being encouraged;
- ◆ Smart growth is preferable because it makes efficient use of public resources such as infrastructure, taxes and the environment;
- ◆ Local governments are the best venues for addressing growth issues, but require increased flexibility and options to do so effectively;
- ◆ Public participation and private property rights are key elements of growth management;
- ◆ State efforts should be directed toward establishing a smart-growth framework, and toward providing tools and resources to local governments to plan for growth;
- ◆ Incentives should take precedence over directives as state policy promotes smart growth;
- ◆ Regional solutions are essential in areas like transportation and open-space planning;

- ◆ State decisions should, whenever possible, be coordinated with local and regional plans; and,
- ◆ The benefits and burdens of growth should be shared.

In the near future and upcoming years, the Smart Growth Commission's principles and recommendations will take the form of legislation, planning policies and practices and funding priorities. Hopefully, the work of the Commission and the follow-on actions will enable Brevard to accomplish many of its community goals related to land use, transportation and growth management. For more information or to receive a copy of the report by the Commission on Smart Growth, Growth Management and Development, write to NC General Assembly, Legislative Building, 16 West Jones Street, Raleigh, NC 27603 or call (919-733-4111).

### C) Federal Goals and Objectives

Although federal goals and policies change as the make-up of the Congress, Senate and the President's Cabinet and other appointments change, some recent initiatives are worth noting here because of their relation to land use and transportation planning:

- (1) The report released by the President's Council on Sustainable Development (1996) described goals that pertained to communities and sustainability.
- (2) The Intermodal Surface Transportation and Efficiency Act (ISTEA) and its follow-on legislation, Transportation Equity Act for the 21st Century (TEA-21) changed the emphasis for transportation planning and investments, from primarily highways/roads to multi-modal systems.
- (3) The Smart Growth movement began as a grass-roots movement in many places across the U.S., but is being embraced by many local and state governments and federal agencies.

The President's Council on Sustainable Development envisioned development that would ultimately *"encourage people to work together to create healthy communities where natural and historic resources are preserved, jobs are available, sprawl is contained, neighborhoods are secure, education is lifelong, transportation and health are accessible, and all citizens have opportunities to improve the quality of their lives."* (Sustainable America, 1996). The Council identified five areas that communities should focus on in order to develop a sustainable community:

- ◆ Green (i.e. natural resource) infrastructure;
- ◆ Land use and development;
- ◆ Community revitalization and reinvestment;
- ◆ Rural enterprise and community development; and
- ◆ Materials reuse and resource efficiency.

The areas are complimentary to each other and should be considered in relation to each other. For more information on these and working examples of the goals, visit this website: [www.whitehouse.gov/PCSD](http://www.whitehouse.gov/PCSD).

The federal highway bill of 1991, the Intermodal Surface Transportation and Efficiency Act (ISTEA), broadened government's transportation focus to include transportation "enhancement" activities and to plan for multi-modal transportation systems. The funding, as continued in the Transportation Equity Act for the 21st Century (TEA-21), promotes diverse modes of transportation, increases benefits to communities and encourages citizen involvement in transportation decisions. "Enhancement" projects include greenways and other facilities for pedestrians and bicycles, acquisition of scenic easements, landscaping and other beautification, historic preservation, preservation of abandoned railway corridors, and environmental mitigation.

Lastly, the Smart Growth movement began in the early- to mid-1990s, as citizens and

communities began reacting to sprawling development and its consequences of increased traffic and dependence on automobiles, longer commutes, threatened/“dying” downtowns, loss of farmland and open space, big-box retail and larger and larger shopping centers and parking lots, etc. The movement gained momentum in the 1990s, as communities changed their development codes and some state governments enacted growth management policies and legislation. Also federal agencies and regulations began embracing “smart growth” principles. By the year 2000, thirteen states had adopted laws to encourage their local governments to guide development according to smart growth policies and principles, and at least 15 other states have initiated studies related to smart growth. Likewise, a national Growing Smart effort has been writing model laws for states interested in reforming their growth management legislation.

The goals of these three initiatives are consistent with the growth and development goals of the state of North Carolina and the City of Brevard. The notions of sustainability and livability are very important to citizens and businesses of Brevard. ISTEA’s and TEA-21’s focus on all modes of transportation and aesthetic and cultural issues is consistent with the City’s vision and goals. And many of the goals and objectives articulated in the Focus 2020 process and report are very similar to the principles of smart growth.

## CHAPTER IV: RECOMMENDATIONS FOR FUTURE LAND USE AND MANAGING GROWTH

### A) Recommendations for Future Land Use

This chapter presents future land use and development recommendations for the Brevard planning area through the year 2010. The Future Land Use Map and these recommendations provide a framework for making land use decisions and developing regulations and/or incentives during this timeframe. The Future Land Use Map and Zoning Map are similar, but they have important differences. The Future Land Use Map is a guide for the Planning Board and City Council for making land use decisions. The Zoning Map is a regulatory tool and compliance with the Zoning Map is mandatory. The Future Land Use Map represents the desired future land use patterns and is advisory to the City Council when they make zoning decisions. The map and plan suggest that, over time, Council should take opportunities to zone land consistent with the Future Land Use Map, however Council is under no obligation to immediately rezone any areas.

#### Future Land Use Categories and Map

The following categories are used on the Future Land Use Map (Map IV-1). These categories are slightly different than those used for existing land use and zoning. In general, the types of development allowed in the categories have been increased, to allow more development options. The descriptions below describe and discuss each of the categories, to help facilitate discussion and visualization of the land use patterns and the reasoning behind them.

##### CENTRAL BUSINESS DISTRICT

This Plan recommends that the current Central Business District (CBD) classification be expanded to allow for more versatility and diversity. The CBD should be a mixed-use, high-density hub where an array of civic and commercial activity is permitted to flourish. The CBD also should encourage residential development that appeals to a diverse group of people, including business owners, “empty nesters,” retirees, students, and tourists. This pedestrian-friendly CBD will enable citizens to live, work, and shop, all within walking distance.

##### MIXED USE – BOULEVARD

A thoroughfare is defined as “a major road or highway; a passage or way through.” In contrast, a boulevard is “a broad avenue in a city, often landscaped or lined with trees.” This Plan recommends that the City embark on a new way of looking at street design and the transport of people, goods and services along its existing major roads, specifically Asheville Highway to the north and Broad St./Rosman Highway to the south. A mixed-use boulevard designation is envisioned with: more transportation choices; better access management; more efficient use of land; landscaping; improved appearance; and design

standards which encourage buildings to be close to the street, with parking to the side or rear. Development should be encouraged toward “nodes,” typically at main intersections (see map) while leaving some green/undeveloped areas. Standard strip commercial centers should be discouraged.

The Mixed-Use Boulevard designation includes properties zoned Highway Commercial (C-4), General Commercial (C-2) and Office-Institutional (O-I) that are located on main roads. This Plan recommends combining these districts and renaming them to Mixed-Use Boulevard.

### MIXED USE – NEIGHBORHOOD

The Mixed Use – Neighborhood areas are envisioned to contain a broad mix of land uses, including office, commercial, residential, public and institutional uses. These uses serve the residents of the planning area as well as residents in the surrounding area. These areas also serve as transitional areas between more intense uses and residential areas.

One area designated for future Mixed Use – Neighborhood is the area immediately surrounding the Central Business District (CBD), including parts of the Rosenwald community and the western half of French Broad Ave. By including these areas, opportunities for greater connectivity arise in and around downtown, and the goals of creating a seamless street network can be achieved.

### ISOLATED/NEIGHBORHOOD BUSINESS

These are areas within residential neighborhoods that are currently used as businesses or are well-suited for small businesses. The properties are either zoned residential or Neighborhood Commercial (C-3). The business uses are those where homes have been converted into businesses, or businesses have been incorporated into the residential neighborhoods. The existing businesses in this category typically serve a greater area than the surrounding neighborhood and are not located on a main road.

Businesses that serve the neighborhood are also part of this category. Examples of these include child/adult day care centers, small grocery or convenience stores, drug stores, small restaurants/bakeries, etc. Small-scale, neighborhood businesses should be allowed in key/central locations within all residential areas. The best locations for neighborhood businesses are corners of major and minor intersections and near institutional uses. Incorporating appropriate small businesses that serve people in their neighborhoods helps alleviate traffic and promotes walkable, safer communities.

### INDUSTRIAL

Few industrial businesses/sites remain in the City. The only heavy industrial site is RFS Ecusta, which is located outside the City limits to the north, off Ecusta Road. The other major concentrations of industry are zoned as Light or General Industrial (I-1 and I-2) and are located along Railroad Avenue, Burrell Avenue, and on Old 64 near Wilson Rd. With manufacturing employment decreasing and given the amount of land that is zoned for industrial use, additional areas may not be needed for future industrial uses. However,

since a limited amount of land is suitable for industrial use, land that is industrially zoned should remain that way into the foreseeable future.

The best potential for future industrial development is on land that Ecusta occupies and owns within and adjacent to the city limits. The area between the railroad, Ecusta Road and Old Hendersonville Highway also has potential for future industrial growth due to the proximity of the railroad and existing industries. Much of this land is currently vacant. Another area suited for light industry and mixed use is the area surrounding the Brevard Industrial Park on Railroad Avenue; some of this land is currently zoned for industrial use.

### PUBLIC / SEMI-PUBLIC

These areas consist of lands controlled or owned by public bodies and lands which are devoted to mental, physical, spiritual and cultural development. Examples of these include: public schools, public parks, camps, community centers and civic buildings. Institutional uses, such as hospitals and colleges, are also included in this category.

### RESIDENTIAL – LOW DENSITY

These areas contain mostly one-family dwellings at an average density of not more than three dwelling units per acre and are mostly zoned R-1. Much of this land may not be served by public water and sewer and lot sizes should be adequate for an individual water supply and on-site sewage disposal. Typical lot sizes are 10,000 square feet or more. Agriculture occurs here and should continue to be allowed. Within this category opportunities for traditional, compact, rural commercial/community centers should be allowed to serve the daily needs of the surrounding community. Some of these areas, with their low-density development are prime candidates for conservation easements or the purchase/transfer of development rights to maintain their rural character.

### RESIDENTIAL – MEDIUM DENSITY

These areas contain mostly one-family and two-family dwellings at an average density of three to six dwelling units per acre and are mostly zoned R-2. These areas should be served by public water and sewer systems. Lot sizes typically range from 8,000 to 10,000 square feet. Most of these lands are residentially developed. Future development within these areas should strive for the same character, convenience and connectivity as the existing development.

### RESIDENTIAL – HIGH DENSITY

These are areas of land containing one and two-family dwellings, accessory dwelling units, as well as multi-family structures at an average density of six or more units per acre. These lands must be served by public water and sewer systems. The Future Land Use Map shows High Density Residential areas concentrated primarily around the Central Business District with additional concentrations within Straus Park. Additional areas suitable for high density residential development are: (1) vacant parcels within the Rosenwald neighborhood; and (2) the area east of Grandview Road on the east side of Brevard and extending into the ETJ. These areas are shown on the Future Land Use Map. If sewer service was extended out US64 south, towards Rosman, that area would be

suitable for higher density residential and commercial development. Other parcels within the city limits and ETJ that have access to water and sewer and adequate road facilities could be considered for high density residential development.

#### NATURAL RESOURCE AREAS / RURAL CONSERVATION

This is a new category. Natural Resource Areas are pieces of land that are worth more to the community and future generations undeveloped than developed. These areas include flood plains, watersheds, wildlife corridors, scenic areas, and historic lands. These types of areas are critical to maintaining the quality of life for current and future generations.

#### AGRICULTURAL

These are lands used for agricultural purposes and areas of prime farmland. Most of this land is zoned R-1 (Low Density Residential) and much of this land is in the floodplain. These parcels should remain R-1; higher density development should not be allowed here. Agriculture should be encouraged, through zoning and taxing policies and the promotion of conservation easements.

#### FLOODWAY

Lands which lie within the floodways of the French Broad River and several creeks. The Floodway zoning district restricts development in these areas.

#### CORRIDOR PROTECTION OVERLAY

Brevard's Zoning Ordinance contains a Corridor Protection Overlay District (CP-1) which covers properties with frontage on US 64 (Asheville Highway) beginning on the south end at Straus Drive and Hawthorne Drive and terminating on the north end of the Davidson River. Its purpose is to "assure the continuation of the natural beauty and the green appearance of the major highway leading into the city... and for the promotion of public safety by limiting the number and location of access points." This overlay district is not shown on the Future Land Use Map. This Plan recommends that this district be expanded to cover more of US 64 and that the regulations be expanded to address parking and setbacks and possibly other design aspects (see Q4.b. later in this chapter).

## B) Recommendations for Managing Growth

Before specific land use and growth management recommendations and strategies can be developed, a philosophy for managing growth needs to be articulated. This philosophy should be used to evaluate and shape future development proposals, plans and policies. The City's goals and objectives outlined in Chapter III mention a number of general principles that form the base for the growth management philosophy. This philosophy will guide the development of location-specific and policy recommendations that are outlined in this plan and depicted visually on the Future Land Use Map.

Managing growth and land uses involves addressing aspects of development projects and decisions and the transportation network. These aspects of growth include quality and character; location; and amount and density. Other considerations include the costs associated with new development and the rate of population growth and land development.

### Growth Management Philosophy for the City of Brevard

New development should respect and conform to the context and character of Brevard. The following statements represent the *quality and character of growth* that is desired for the City:

- Q1. Encourage new development that is consistent with Brevard's character.
- Q2. Allow and promote a diverse mix of land uses in downtown and along the main transportation corridors.
- Q3. Encourage building and maintaining affordable housing throughout the City; encourage mixing of owner- and renter-occupied housing and mixing of housing sizes and prices.
- Q4. Create and encourage development of attractive transportation corridors that offer safe and convenient access for motor vehicles, bicycles and pedestrians.
- Q5. Create and maintain parks and open/green spaces throughout Brevard, within easy walking distance of all residents and downtown.
- Q6. Ensure new development does not adversely affect water quality in the rivers, streams and watershed and does not worsen storm water runoff in the surrounding area.
- Q7. Encourage business development that is sensitive to the natural environment.

It is important to consider *where* growth or development is desired and where it should be discouraged or disallowed. Then incentives and/or regulations can be developed to help guide growth to the desired areas and away from the other areas. The following are Brevard's priorities related to the *location(s) of growth*:

- L1. Encourage new development on existing vacant lots and in unused buildings in and near downtown and other neighborhood or employment centers.
- L2. Locate cultural facilities and public buildings/facilities (e.g. library, post

- office, City Hall, etc.) downtown.
- L3. Identify high priority natural areas/corridors and farmland. Develop regulations and/or incentives to protect these areas from new development.
  - L4. Create a transportation network that provides several travel choices and provides connections between neighborhoods, schools, downtown, employment centers and other activity/recreation centers.
  - L5. Work with property owners to create a plan for the Pisgah Forest area to address future land use, water and sewer plans, and access issues along main corridors.

Brevard has a lot of room to grow within its downtown, on its main transportation corridors and in its existing neighborhoods. It is typically less costly to encourage these areas to develop before other areas that do not have the infrastructure in place. Accommodating growth in a more compact fashion will also help strengthen existing neighborhoods and downtown and help prevent more sprawling development. The following priorities relate to the ***amount and density*** of future growth:

- AD1. Allow for higher density development in select residential areas and along transportation corridors.
- AD2. Expand the core downtown area, allowing for a larger mixed-use area at the center of the City. Coordinate these plans with the Downtown Master Plan.

New development typically brings new revenue to the City, in the form of increased tax revenue. The City also incurs *costs* with new development related to providing water, sewer and road infrastructure. Other indirect benefits and costs may occur as well. It is important for Brevard to plan infrastructure investments that are fiscally responsible and consistent with these growth management priorities. The City is looking for opportunities to annex to bring in additional tax revenue. The water and sewer systems are capable of handling additional capacity — they are currently operating at approximately 60% of total capacity.

Brevard has been experiencing a fairly rapid rate of growth (26%) over the past decade, primarily due to annexation. Some communities develop policies to control the rate of growth of their communities. These policies are typically tied to the municipality's ability to fiscally handle the growth, tying the allowed amount of growth to the availability of infrastructure or adequate school capacity. Brevard's citizens and leaders have not expressed a desire to limit the *amount or rate* of growth, but rather to actively manage growth -- directing growth, through incentives and regulations, to some areas and away from others, and allowing higher densities in some areas to accommodate growth in a more compact fashion.

C) Recommendations Related to the *Quality* of Growth

**Q1. Encourage new development that is consistent with the Brevard’s character.**

**a. Create site development, building design and landscaping standards; some as requirements, some as guidelines**

By creating design standards for buildings and landscaping, the City of Brevard can more easily regulate development in a direction that coincides with the Focus 2020 vision and is consistent with the City’s character. Modifying the Zoning Ordinance to fit within a specific theme of traditional neighborhood design, for instance, would help achieve a more fluid blend of new to existing development and character.

**TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)**

The **Town of Black Mountain** developed and enacted a Traditional Neighborhood Development zoning district in 1999. A developer rezoned his property to TND and is creating a neighborhood on about 50 acres on the south side of the Town, called Cheshire. For information on the ordinance contact: Planning Director  
Town of Black Mountain  
(828) 669-6437  
For information on **Cheshire**:  
(828) 669-6657 or  
www.cheshire-tnd.com

**Fletcher, NC** has completed a significant volume of architectural, landscaping, and site design standards that emulate **traditional neighborhood design**. Elements such as building footprints, height, and orientation are all set to create streetscapes that encourage walkability and civic interaction. For a complete copy of the town’s progressive plan and regulations contact:  
**Town of Fletcher**  
Planning Director  
(828)687-3985

**Belmont, Cornelius, Davidson and Huntersville**, on the outskirts of Charlotte, NC, have all enacted new zoning and subdivision ordinances in the past five years based on Traditional Neighborhood Development concepts.

**DESIGN STANDARDS**  
Cary, NC developed a **Design Guidelines manual** as a companion to its Land Use Plan. It contains an explanation of the main design principles that Cary wants to promote (e.g. create human scale; create a sense of place; connect uses) and offers suggestions on how to accomplish the principles in a “tool kit” fashion. The manual contains many pictures and drawings to illustrate the principles. For a copy or more information, contact:  
**Town of Cary**  
Planning Director  
(919) 469-4082

Traditional Neighborhood Development (TND) design standards match well with Brevard’s current downtown and older residential areas and should be incorporated into the Zoning Ordinance. This will ensure

that new development projects would be consistent with this existing development. TND features include: relatively small building setbacks, parking areas located at the rear or sides of buildings, street-front entrances, sidewalks with landscaping and benches, and pedestrian-scale buildings and facades. A number of cities and towns in North Carolina and across the U.S. are incorporating these elements into their regulations and master plans. See the side box for a few examples.

Many municipalities are also adding landscaping requirements to their zoning ordinances, to preserve the tree coverage, provide shade along sidewalks and in parking lots, conserve energy, help retard storm water runoff, enhance the visual experience and property values, etc. Many are also requiring or encouraging the use of native or appropriate plant species, to help protect against invasive and non-native species and to promote biodiversity. Brevard adopted a landscaping ordinance in 1995 that addresses these issues. It should be periodically reviewed and modified to ensure it is attaining the desired goals and results.

**b. Challenge the newly created Appearance Commission**

**to establish design guidelines that ensure new development is compatible with existing properties**

The City of Brevard recently established an Appearance Commission. The Appearance Commission can help create an economically viable land use pattern by encouraging and controlling appropriate types of architecture, streetscapes, landscapes, and public amenities. The Commission is responsible for establishing specific guidelines for appearance and applying such guidelines within a formal review process. Maintaining a semblance of appearance within the community should encourage future investment, street safety, and civic pride.

**c. Encourage the preservation of historic or architecturally significant buildings**

The City of Brevard contains over a hundred historic structures. Many of these are located in the central area of the City and others are scattered throughout the City. It is important to preserve historic architecture and properties, to help maintain Brevard's character and sense of self. The Transylvania County Joint Historic Preservation Commission is pursuing National Register designation for the central part of the Central Business District. An application has been filed and approved by the state preservation office. After this, the state review board reviews and approves/disapproves it, followed by the National Park Service's review and approval.

The Joint Historic Preservation Commission also pursues local designation of properties with local historic significance, by recommending them to the City Council or County Commissioners. If they are approved by the local elected board, these properties are eligible for 50 percent reduction in property taxes. The Rosenwald School was recently designated under this program.

The City should also consider implementing local historic districts around areas with a high concentration of historic properties, such as the first few blocks of Probart Street and the row of houses along E. Main Street after US 276 splits off to the southeast. A locally-designated historic district offers a way to preserve the historic character of an area, with the oversight of a local Historic District Commission and locally-developed design guidelines.

LANDSCAPING REGULATIONS

The towns of Black Mountain and Montreat incorporated **landscaping regulations** in to their zoning ordinances a couple years ago. These regulations encourage the use of native and appropriate species and require a certain amount of landscaping in parking lots, along streets and for buffering some types of uses. To get a copy of the regulations, contact:  
**Town of Black Mountain**  
Planning Director  
(828) 669-6437;  
**Town of Montreat**  
Zoning Administrator  
(828) 669-8002

HISTORIC PRESERVATION

**Asheville and Buncombe County** have a Historic Resources Commission that oversees local historic districts and has catalogued historic properties. Staff for this Commission are very knowledgeable on historic preservation and the creation of historic districts. Contact:  
City of Asheville  
(828) 259-5830

**Black Mountain, NC** recently created a Historic District Commission and also designated their first historic district – the core of their downtown. For more information, contact:  
Town of Black Mountain  
Planning Director  
(828) 669-6437

A useful manual has been compiled and published by Preservation North Carolina and the State Historic Preservation Office, titled "**Handbook for Historic Preservation Commissions in North Carolina.**" To obtain a copy of this and other related documents, contact:  
State Historic Preservation Office  
(919) 733-6545

**Q2. Allow and promote a diverse mix of land uses in downtown and along the main transportation corridors.**

**a. Modify zoning regulations to allow a mix of land uses in the downtown area, along main transportation corridors and other areas where appropriate**

Cities of any scale simply do not perform as efficiently or as safely, when they develop like low-density suburbs. The mixing of uses provides a safe and fundamentally more efficient use of city resources than does the separation of uses. While Brevard has accomplished some mixing of retail, public, and professional uses within its central business district, it has yet to significantly incorporate a residential element into its downtown or along its main corridors. Brevard's single use thoroughfares outside its Central Business District, while providing a range of commercial choices, are currently suffering from consistent traffic congestion, unsafe pedestrian routes, and a severe lack of civic identity.

This plan recommends that some of Brevard's current zoning regulations be changed to encourage existing and future development that incorporates a healthy mix of uses that satisfies both the development community and the City's residents and businesses. The Central Business District should be modified to encourage and allow mixed land uses. The Office/Institutional district should be incorporated into the new mixed use districts described below.

Two new mixed use zoning districts should be created:

- (1) A Mixed Use – Boulevard district for areas along main transportation corridors; and
- (2) A Mixed Use – Neighborhood district for other areas appropriate for a mixture of land uses.

The area surrounding the CBD should be part of the new Mixed Use – Neighborhood district and some properties adjacent to the Asheville and Rosman Highways should be designated as Mixed Use – Boulevard. To accomplish this, the General and Highway Commercial zoning districts (C-2 and C-4) should be combined into the Mixed-Use - Boulevard with minor modifications. Parking, setback, architectural and landscaping requirements for new buildings should be reviewed and amended to accommodate diverse uses in a pedestrian-friendly atmosphere.

MIXED-USE ZONING

Davidson, NC has recently incorporated several **mixed-use** zones into its new land use plan with the goal of spurring new development that accommodates a "live where you work" pattern of development and lifestyle. For more information contact: Town of Davidson Planning Department (704) 892-7591

Hendersonville, NC enacted a **Central Mixed Use zoning district** that covers their downtown core area in 1999, with the hopes of encouraging more people to live, shop and work in downtown Hendersonville. They are beginning to see the first mixed-use development proposals take shape. For more information, contact: City of Hendersonville Planning Director (828)697-3088

Pittsburgh, PA enacted its first **mixed-use** zoning code, intended to *enliven creative development* within its residential communities. City officials recognize that times have changed and zoning must change with the current needs of people. The ultimate goal is a healthy mix of shops and homes, all within easy walking distance. For more information, contact: City Planning 200 Ross St., Fourth Floor Pittsburgh, PA 15219 (412) 255-2200

**Q3. Encourage building and maintaining affordable housing throughout the City; encourage the mixing of owner- and renter-occupied housing and the mixing of housing sizes and prices.**

**a. Amend the Zoning Ordinance to allow secondary dwelling units ( i.e. “mother-in-law flats,” accessory apartments) in more zoning districts and increase the allowable size of these units**

Over the past 40 years, as families have become more and more mobile, the support of the extended family has all but disappeared. However, as the baby-boomer generation ages, an opportunity arises for families to live in closer proximity with one another, reducing the costs of retirement, while creating more diverse communities. Secondary dwellings offer people the choice of living in a family-oriented neighborhood instead of an apartment complex or retirement community.

The City can help create more affordable housing and more housing options by allowing property owners to create a secondary dwelling unit that they can rent to tenants. This helps create housing that is more affordable to both the home owner and renter. The secondary dwelling unit is typically restricted in size and contains kitchen and bath facilities along with other living space. It may be part of the home building or may be in an accessory building, such as a garage. The City’s Zoning Ordinance allows secondary dwellings in all the residential districts, with a size limitation of 750 square feet.

The areas in and around the Central Business District and the proposed central Mixed Use – Neighborhood district could support a diverse population within second-story or accessory/ garage apartments. This plan recommends that secondary dwelling units be allowed in the Central Business District and the proposed mixed-use districts, in addition to the residential zoning districts. Also, the maximum allowable size should be increased from 750 to 1,000 square feet.

**b. Encourage in-fill housing development in existing neighborhoods**

There are several vacant buildings and lots within the City. These lots and buildings, if developed/renovated, would benefit the City by increasing its tax base while filling in the

**AFFORDABLE HOUSING INITIATIVES**

**I**n Calvert County, Maryland after County commissioners passed zoning changes to reduce the area’s residential growth citizens asked them to create an almost \$5 million affordable housing trust fund to counterbalance the expected home price increases. Otherwise, the group’s leaders said, the County will become “a refuge for the wealthy,” with low-income residents priced out. The citizen group is also requesting that the County allow one affordable home for every ten market-valued home in each subdivision, and to reduce or waive impact fees for affordable housing projects. For more information:

**Dept. of Planning and Zoning**  
175 Main Street  
Prince Frederick, Maryland 20678  
(410) 535-2348 or (410) 535-1600.

**T**he North Carolina Low Income Housing Coalition is gathering support for NC Senate Bill 1001 “Zoning for Inclusionary Housing.” The bill’s goal is to diversify neighborhoods and increase the availability of affordable housing. The legislation would allow cities and counties to require that affordable housing units be built within new developments. It would also allow them to offer a density bonus to the developer based on the number of affordable units built. Through compatible design, the affordable homes can be dispersed and made attractive within new moderate and up-scale neighborhoods. For example, In Montgomery County MD, a similar program through the County Housing Authority has successfully dispersed over 1600 attractive, affordable homes throughout the County. For more information:

**NCLIHC Executive Director,**  
(919) 881-0707

architectural gaps along the streets and strengthening or stabilizing the surrounding area. There are also many larger lots that could be subdivided to accommodate additional dwellings. Areas most in need of attention include the neighborhood between Whitmire St. and Probart St. and the entire Rosenwald community. Other areas include the properties along Morris Road.

To encourage infill development, the City should consider:

- allowing higher density in areas with adequate infrastructure;
- reducing fees (permits, taps, etc.) in areas where infill development is desired;
- investing in infrastructure improvements in areas where infill development is desired;
- working with local banks to encourage them to create low-interest loans for infill development.

**c. Encourage mixed home sizes, types, and price ranges in new residential developments**

It is difficult to create and maintain a diverse and economically stable city with residential subdivisions that lack choices in housing sizes. Typical subdivisions, with homes all in tight price ranges, cause neighborhood segregation by income levels, which works against diversity. A mixture of smaller and larger houses will attract people of different ages, families of different sizes, etc. Notably, most older neighborhoods contain a mix of housing sizes and styles. The City should continue to allow and encourage variations in building type, size, and price throughout all new developments.

**Q4. Create and encourage development of attractive transportation corridors that offer safe and convenient access for motor vehicles, bicycles and pedestrians.**

**a. Develop access management plans for all major roadways ( i.e. controlling driveways, curb cuts)**

Access points or curb-cuts are equivalent to conflict points, where automobiles cross paths with other automobiles, bicycles, pedestrians and other vehicles. One of the main deterrents to using sidewalks is the over-abundance of curb-cuts. Pedestrians do not feel safe walking on a street that has a large number of automobile access points.

“Access management” is the planning and control of the spacing and design of driveways, interchanges, medians and traffic signals. Some of the benefits of access management include: fewer and less severe accidents, increased safety for pedestrians and bicyclists, reduced delays, reduced emissions and increased capacity.

This plan recommends careful study of the main transportation thoroughfares

Table IV-1 Access Points and Curb Cuts

Access Point/Curb Cut	Current Requirements	Recommended Requirements
Width	10 feet to 50 feet	10 feet to 40 feet, and ≤ 50% of property width
Number per lot – commercial/ industrial districts	Two on each street frontage	Two on each street frontage
Number per lot – other districts	Two	Two
Minimum distance between curb cut and intersection	20 feet	20 feet
Minimum distance from other curb cuts	None	25 feet
Minimum distance from property line	none	5 feet, unless shared with adjoining properties

and the development of specific recommendations for improving safety and access management; these corridors are currently being studied as part of the companion transportation plan that is being developed. Some general recommendations that could be applied to any property in any area or zoning district are listed Table IV-1, along with the current regulations from sections 900.61-900.62 of the Zoning Ordinance.

**b. Modify the Corridor Protection Overlay District and expand its applicability**

The Corridor Protection Overlay District (CP-1) contains landscaping, sign and access management requirements for properties along US 64/280 (Asheville Highway) between the intersection of US 276 (Pisgah Forest) and the Straus Park development. The area covered by these requirements should be expanded to cover more of this entry corridor to the City: from Straus Park to Brevard College, and also south of downtown, from the South Broad Park to Cashiers Valley Road. It should also be applied to areas of US 276 not covered by the Tourism Commercial Overlay District (TC-1) and also appropriate sections near the east entrance to Brevard. The Corridor Protection Overlay specifications should be consistent with the the proposed Mixed Use – Boulevard district specifications, to create uniform standards along the main roadways.

To be consistent with other recommendations in this plan:

- the buffer/setback requirements should be amended to allow for buildings to be placed closer to the street;
- new development should be designed for safe pedestrian movement between buildings/establishments; and
- the parking requirements should be amended to require parking be placed to

the rear or side of the buildings. If it is not possible to place parking to the side or rear of buildings, then more landscaping should be required to screen/buffer the parking lot from the street.

- c. **Write a stand-alone Sidewalk Ordinance that sets standards for sidewalk design and construction and also invest in sidewalk construction**

Brevard’s Subdivision Ordinance requires sidewalks to be constructed only upon streets that are considered necessary. Section 101.7 outlines construction guidelines for sidewalks. However there are no clear requirements for sidewalks as standard amenities within all subdivisions. The Zoning Ordinance does not contain any requirements for sidewalks.

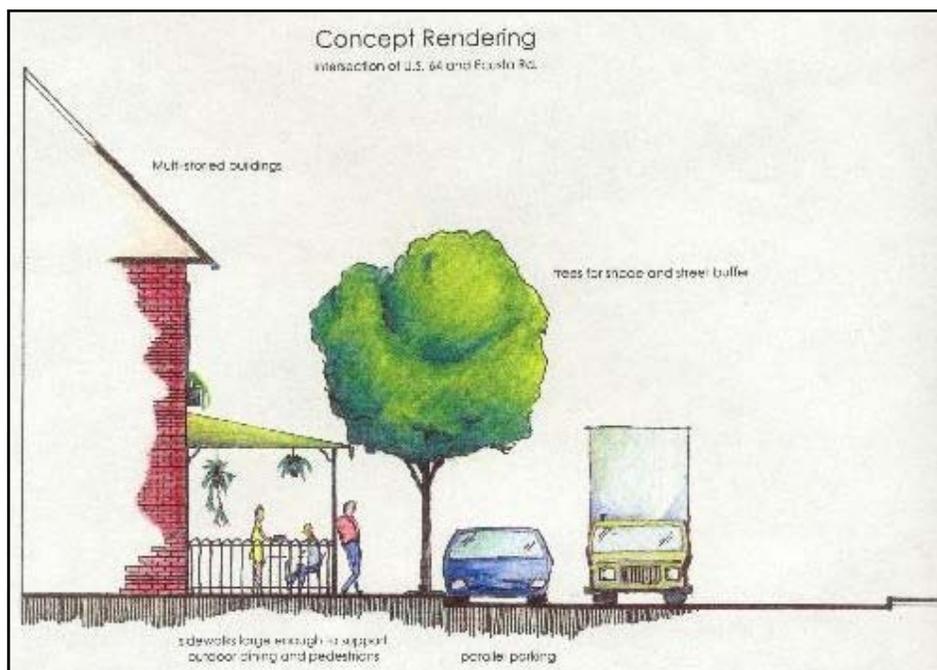
A new Sidewalk Ordinance should be written and adopted that sets standards for sidewalk design and construction. It should require sidewalks, ideally with a shade-tree buffer strip between the roadway and the sidewalk, on all public streets with the exception of some of the roads in the more rural areas. When a property is developed or has a change in use or ownership, this could “trigger” conformity to the regulations. This is a way to begin

**CORRIDOR PROTECTION OVERLAY DISTRICTS**

A number of cities and towns in North Carolina have implemented corridor overlay districts in the past 5 to 10 years. Locally, Fletcher and Hendersonville have enacted these types of districts in the last couple years. Fletcher’s Corridor Protection district contains specific sign, parking and landscaping regulations for US 25 as it enters the Town from the north and south. Hendersonville has an Entry Corridor Overlay zoning addresses setbacks, outdoor storage, lighting, signs, parking and landscaping. All of the main roads leading into Hendersonville, from all directions, are covered by this district.

Town of Fletcher  
 Planning Director  
 (828) 687-3985

City of Hendersonville  
 Planning Director  
 (828)697-3088



Streetscape rendering showing planting strip and sidewalk. (by Jonathan Brown)

building a network of sidewalks. It will cause developers to think about and plan for pedestrians as part of the parcel and building layout. With these new regulations, sidewalks will begin to be built throughout the City, eventually connecting to each other.

The City, along with private property owners, should invest in sidewalks to provide transportation choices and achieve transportation efficiency. There are several areas in the City where new sidewalks should be constructed. High priority should be given to sidewalk sections that connect existing sidewalks and that connect neighborhoods to schools; to employment, shopping and human services centers; and to downtown.

**d. Plan and design for bike, skating, wheelchair and pedestrian traffic in any new sidewalk or pathway project**

When developing design standards for sidewalks and greenways, remember that pedestrians and bicyclists will use the facilities, as well as people on skateboards, roller skates, scooters and in wheelchairs will use them. NCDOT has engineering guidelines for roadways and walkways. They came out with revised guidelines based on traditional neighborhood development in August, 2000. These new guidelines are available from their web site ([www.ncdot.org](http://www.ncdot.org)) and should be used to create Brevard's design standards.



Typical sidewalk in downtown Brevard (Photo by: Linda Giltz)

**e. Create a network of greenways and parks throughout the community**

A 1996 City-appointed Pedestrian/Bicycle Study Committee developed the following policy statement, which describes their assessment of non-motorized pathway needs: “Brevard/Transylvania County lacks an adequate network of pedestrian/bike pathways that will allow for safer, accessible, non-motorized transportation which links parks, schools, recreation centers, public facilities, commercial areas, and our neighborhoods.”

Out of this initial study, a feasibility study was conducted and a path/route was selected for the first greenway. Brevard is currently building this greenway, with funds awarded from NCDOT as part of the Transportation Enhancement (TEA-21) program. The first phase of the greenway will connect Straus Park, St. Timothy United Methodist Church, Transylvania Community Hospital, County Recreation Center and soccer fields, City of Brevard Sports Complex, Pisgah Forest Elementary School and Davidson River Alternative School. The second phase extends the greenway to the Pisgah National Forest, which contains many trails. The third phase extends it to Brevard College and downtown. The completed greenway will provide connections to many schools, recreational and tourist facilities and provide a pathway that extends from the National Forest all the way to downtown.

A network of greenways throughout the Brevard community can reduce traffic congestion, promote physical fitness, increase tourism, reduce the need for school buses, increase pedestrian activity, reduce parking requirements and help improve air quality. This plan recommends that the City expand its greenway system to include more greenways within the higher density areas and also to connect greenways into a network, so they are useful for both recreation and transportation. The French Broad River also offers an opportunity for a scenic greenway that would pass through mostly rural land on the east side of the City.

This plan recommends creating a Parks and Greenways Master Plan for Brevard to plan for and layout the network. NCDOT must recognize and accommodate greenways that are part of an adopted greenway master plan. This will protect existing and future greenways that cross or run alongside roadways that NCDOT plans to widen or modify.

**f. Work with the County and Rosman to create a county-wide, inter-local agreement to promote, locate, and build a greenway system connecting communities and parks for conservation, transportation and recreation purposes**

The City should encourage the County to create greenways that connect to Brevard's existing and planned greenway network. As a starting point, some joint planning meetings should be held to identify potential greenway corridors and connections throughout the County, with connections to adjacent counties' planned greenways. The end result of this process could be a County-wide Greenway Master Plan.

GREENWAY MASTER PLAN

The Apple Country Greenway Commission, a local government-appointed body, is preparing a Greenway Master Plan for Henderson County. A draft plan and map were available for public review and comments in July and August, 2001. The Commission is taking the final draft to all the local governments for adoption during the fall of 2001. For more information:  
Apple Country Greenway Commission  
Hendersonville City Hall  
(828)697-3000

**Q5. Create and maintain various parks and open/green spaces throughout Brevard, within easy walking distance of all residents and downtown.**

**a. Establish public-private partnerships for conservation/preservation of open space**

Preserving and conserving existing open spaces is very important to the citizens of Brevard. It is also important to preserve natural areas as wildlife habitat. Much of the existing open space in Brevard and its ETJ is farmland and forest, primarily owned by private land owners. In order to preserve natural and scenic areas, the City should form partnerships with local businesses, land owners, non-profit organizations and land trusts to purchase and maintain easements/parcels. The Carolina Mountain Land Conservancy is a land trust with an office in Hendersonville, that covers Henderson and Transylvania County. It's mission is to plan for and help conserve important green spaces in these counties and can provide information on and assistance with conservation easements and other land conservation tools.

**DEVELOPMENT FEES FOR OPEN SPACE PRESERVATION**

Mesa Arizona is implementing a "growth pays for growth" policy. For example, fees for a new \$150,000 home are charged at \$3,000, which helps pay for public parks, libraries and services for new developments. This system could be adapted toward open space preservation. For a complete look at this program, contact:  
**City of Mesa Planning Division**  
55 N Center Street  
P.O. Box 1466  
Mesa, AZ 85211-1466  
(480) 644-2385

In addition, the City could encourage developers of new projects to set aside some open space and/or place a conservation easement on a portion of their land. (See also L3.c.)

**Q6. Ensure new development does not adversely affect water quality in the rivers, streams and watershed and does not worsen storm water runoff in the surrounding area.**

**a. Develop ordinances that limit how much additional runoff to allow from any development**

Surface water runoff is a problem that has many sources. Luckily, there are several solutions that coincide with land development practices. For instance, mixed-use arrangements reduce the area of pavement needed for car storage, by providing citizens the option of walking to their sequence of daily destinations. Although sidewalks and public plazas are mostly impervious surfaces, pedestrians require significantly less area for mobility than do automobiles. Higher densities in the city's core and along the main transportation corridors coupled with lower densities in the outer areas can help preserve farmlands, wetlands, and wildlife habitats in the outer and less-developed areas, by directing growth into the higher density areas and away from the outer areas.

In order for ordinances that limit runoff to work, development options and guidelines must be made available to developers. This plan recommends that the City of Brevard develop regulations or standards that limit the amount of

runoff produced by any development, and that ensure that the runoff does not impact nearby properties and streams:

- All land disturbing activity should be planned and conducted so it does not cause off-site sedimentation or additional storm water runoff.
- Porous/Permeable surfaces (such as gravel, porous concrete pavers, other new materials) should be allowed and encouraged for parking lots, driveways and public plazas and walkways.
- On large tracts with a variety of soil types, development should be clustered on the least porous soils.
- Limit the amount of impervious surface allowed on a parcel.
- Consider reducing parking requirements.

**b. Assist and encourage owners of steep land to put these lands into conservation easements**

Over-development of steep grades can take a toll on the City's ability to effectively manage storm water runoff and to provide adequate and cost-effective infrastructure, not to mention the negative effects that it can have on the scenic quality of the area. The current zoning regulations do not contain special regulations to protect steep slopes from development. The Subdivision Ordinance contains a section (Section 73: Hillside Land Subdivision) that has special requirements for developing a residential subdivision on land with 30% or greater slope. The subdivision regulations address street design and lot and setback requirements based on the amount of slope.

The Subdivision and Zoning Ordinances need more regulations to better accommodate development on sloping land and to prevent development of structures on steep-sloping land. Parking, grading, building height, lot sizes and minimum setback requirements should be reviewed and revised to accommodate development that is sensitive to the natural environment and that is consistent with the character of Brevard.

To protect the steeper lands from being developed, a Steep Slopes Overlay district could be created and applied to those areas defined as steep (e.g a slope of 50 percent or more), as shown on a map. This overlay district could restrict the allowable land uses to uses such as forestry, certain types of agriculture, wildlife sanctuaries, recreation such as hiking and biking trails, etc. Owners of land in these areas could also be encouraged to place conservation easements on the steep land.

**c. Develop growth scenarios and predicted flooding by watershed**

CONTROLLING STORM WATER RUN-OFF

Henderson County's Subdivision Ordinance contains a set of regulations to control stormwater runoff to adjacent properties and also for street drainage facilities. For details, contact:  
**Henderson County**  
Planning Department  
(828) 697-4819

Congressman Steven C. LaTourette, from the 19th district of Ohio, introduced Bill 3570 in February, 2000, which is designed to help cities with their surface run-off problems. The bill aims to "establish nationally consistent requirements for controlling urban wet weather flows and to provide additional funds to municipalities to meet those requirements...". It "will help communities meet Clean Water Act standards while also accelerating water quality improvements in urban waters." There are three wet-weather program areas in the program: combined sewer overflows, sanitary sewer overflows, and urban storm water. Grants would be available to eligible cities. For more information, contact Congressman Steven C. LaTourette:  
[www.house.gov/latourette/](http://www.house.gov/latourette/)

Flooding was identified as an important environmental issue from the FOCUS 2020 community survey conducted in 1997-98. One of the recommendations from FOCUS 2020 was to perform a county-wide study of flooding by watershed, in order to assess the flooding problem and the history of flooding and development in Brevard and Transylvania County. The County monitors flooding by watershed; the City should encourage the County to continue this monitoring. The City should study growth in its watershed, compared to the flooding that's occurred over time. Once this study is complete, growth scenarios could be modeled and flood control measures — such as limiting the amount of impervious surfaces on properties, improving the effectiveness of storm drainage systems, detention ponds — can be evaluated.

**Q7. Encourage development that is sensitive to the natural environment.**

**a. Promote the development of existing vacant or under-utilized land within the City, for business and other uses**

One of the most efficient ways to increase a city's tax base is by developing existing vacant land, especially in the core of the urban area. This type of development is referred to as "infill" development, and it saves cities money and resources on roads, sewers and other public services. The City of Brevard has a large number of vacant parcels of land within its City limits (see Map II-8 and Map II-1). If and when these parcels become developed, the City will gain greater cohesiveness and connectivity, while helping to preserve more open space at the edges of the City.

The City should consider developing a package of incentives to offer developers that would encourage investment in business and mixed-use development on vacant parcels that have access to water and sewer services and adequate transportation facilities. Some possible incentives are:

- allowing higher density and more intense development in areas with adequate infrastructure;
- reducing fees (permits, taps, etc.) in areas where infill development is desired; and
- investing in infrastructure and streetscape improvements in these areas.

The NC Economic Opportunity Act of 1998 allows local governments or taxpayers to define urban areas of high poverty as "Development Zones." The Zones are eligible for economic incentives (via tax credits) to stimulate new business investment and job creation. Development Zones are also eligible for priority consideration for community development block grants. In 1999, the City of Brevard established Development Zones that encompass Census Tract 9602 and 2 block groups in Tract 9603. Tract 9602 includes all the land that is northwest of US 64 (Asheville and Rosman Highways).

**b. Identify "brownfields" ( i.e. abandoned buildings and property that has been**

**contaminated by prior uses and target for clean-up and development**

It is important to know which properties have been contaminated and to work with property owners to clean them up. Federal grant funds are available to assist with cleanup and redevelopment of brownfield sites. The first step would be to identify and map the brownfield sites. Depending on their location, size and type of contamination, a plan could be created to clean up the sites and market them to potential developers.

**c. Promote “green building” design and technologies**

“Green building” design incorporates technologies, materials and designs that conserve energy, are environmentally-friendly and durable, and that have negligible impact to the surrounding environment. Many architects are familiar with these concepts and materials and their use is becoming more widespread. The City should consider creating some educational materials to raise the awareness of green building practices and resources.

**e. Create and distribute educational materials to promote**

**GREEN BUILDING COUNCILS**

The **Western NC Green Building Council** is a recently formed non-profit organization whose mission is to promote environmentally sustainable and healthy building practices through community education. The Council is creating a Green Building Director, which will list regional businesses and organizations that manufacture, design with, sell or promote environmentally sound (green) building products and services.

For more information:

WNC Green Building Council

P.O. Box 8427

Asheville, NC 28814

(828) 253-1124 x114

The **Carolina Recycling Association has a Green Building Council**. It promotes sustainable building practices through the use of recycled, salvaged and nontoxic materials for residential and commercial construction. It also informs builders and the general public about “building green” using an exemplary green building issues track at the Annual Conference and tours of residential and industrial sites utilizing green building practices.

For more information:

<http://www.cra-recycle.org/Councils/Descriptions.htm>

**NORTH CAROLINA  
BROWNFIELD PROGRAM**

The North Carolina Brownfields Program encourages the safe reuse of abandoned properties that have some measure of environmental impairment. Under a “brownfield agreement” with a prospective developer, NC Department of Environmental Resources (DENR) defines the necessary cleanup and land management actions, and the prospective developer receives liability protection that allows him/her to obtain previously unobtainable loans for the project. In doing this, the program serves as a tool to turn these abandoned properties into productive use rather than building in a greenspace area that may contribute to urban sprawl.

For more information:

(919) 733-2801, or

[www.ncbrownfields.org](http://www.ncbrownfields.org)

**BROWNFIELD DEVELOPMENT**

**K**ansas City Missouri has enacted the nation’s first *Brownfields Commission*. The goal of the commission is to simplify brownfield cleanup and redevelopment. The commission also advises the mayor and City Council on brownfield projects based on their economic benefits for all citizens. For more information contact the **Kansas City Planning Dept.:**

414 E. 12th Street

15th Floor, City Hall

Kansas City, MO 64106

Phone: (816) 513-1407

E-mail: [planning@kcmo.org](mailto:planning@kcmo.org)

**best development practices and raise awareness of soil erosion and sedimentation issues**

Soil erosion and sediment control are governed by state regulations and administered by staff of the Asheville Regional Office of the NC Department of Environment and Natural Resources (DENR). The state law applies to “land disturbing activities” on parcels of land that are one acre or more in size. Communities are allowed to develop local ordinances that contain the same or stricter regulations that the state’s. These local ordinances must be approved by the state and local agencies are responsible for administering permits and enforcing the regulations. City staff feel that the state laws and enforcement have been effective. Educational materials would be helpful, that describe the soil erosion and sedimentation laws and provide ways for people to report potential violators and to get questions answered.

D) Recommendations Related to the *Location* of Growth

**L1. Encourage new development on existing vacant lots in and near downtown and other neighborhood or employment centers.**

**a. Promote mixed land uses in existing residential areas**

Mixing land uses in residential areas creates easy access to various daily needs, and citizens are more likely to engage, on a daily basis, in “neighborliness.” They are more likely to walk to these destinations than drive, creating opportunities for conversation and communication as citizens meet one another on neighborhood sidewalks and in the local businesses. With the appropriate scale and architectural controls, non-residential uses can be an attractive addition to any neighborhood, providing necessary services and goods to residents of the neighborhood.

Brevard has a “Neighborhood Commercial” district (C-3) which primarily regulates the uses that are allowed and refers to other parts of the Zoning Ordinance for parking, landscaping, sign and screening regulations. Other important aspects that could be regulated are building scale and design. This plan recommends that the residential zoning districts incorporate these commercial and office uses along with regulations that are appropriate for each residential zoning district. The list of uses should be reviewed and modified for each district and elements should be added to address compatible building design, scale and setbacks, along with any desired changes related to parking, signs and screening/landscaping.

**b. Promote the development of existing vacant or under-utilized land within the City**

This objective was discussed in the previous section of this chapter, under “Q7. *Encourage business development that is sensitive to the natural environment.*” Areas of vacant land exist throughout the City, in all zoning districts, with a limited number of parcels in the Central Business District (See Map II-9). An enlarged mixed-use core area and an expansion of the uses allowed in the other commercial and office/institutional districts offer many opportunities for vacant parcels to be developed for business and other uses.

**L2. Locate cultural facilities and public buildings/facilities (e.g. library, Post Office, City Hall, etc.) downtown.**

**a. Offer incentives to rehabilitate existing structures and build new facilities downtown**

Civic gathering spaces and public services should be located within the city’s core; they should act as “anchors” for downtown activity. Local businesses benefit from the concentration of daily activity that the anchor brings. Citizens benefit because both public and private services are conveniently located near each other. Conversely, if there are too many vacant lots or buildings, citizens will see the downtown not as an investment, but a liability.

It is important to encourage and offer incentives to the development community and to civic organizations, to build in and near downtown. This will increase the total investment and tax base in the City. State and federal incentives exist that provide tax credits for rehabilitating historic structures and for redeveloping brownfield/contaminated sites. The City and Heart of Brevard should explore additional incentives and grant programs to make the downtown and surrounding area more attractive for investment. Some cities offer façade and sign grants, reduced fees, provision of sidewalks and lighting and landscaping improvements, etc.

**L3. Identify high priority natural areas/corridors and farmland and develop regulations and/or incentives to protect these areas from new development; “steer” growth away from these areas.**

**a. Identify and protect future corridors and purchase development rights on important sites; consider implementing a transfer of development rights program**

TAX INCREMENT FINANCING

In 1998 the City of San Antonio passed a tax increment financing (TIF) program, directly focused on revitalizing and making downtown more attractive to developers. The program allows developers to finance the cost of infrastructure improvements, otherwise paid in taxes. The city designates which areas are eligible for the TIF and as a result, affordable housing developers have found more incentive to build downtown.

For more information on Tax Increment Financing in general: **Urban Land Institute ([www.uli.org](http://www.uli.org))**  
1025 Thomas Jefferson Street, NW,  
Suite 500 West,  
Washington, D.C. 20007-5201  
(202) 624-7000, 1-800-321-5011

North Carolina law does not allow all cities to set up special districts for additional taxation. However, a number of cities in North Carolina have gotten local legislation passed by the General Assembly to implement “municipal services districts.” Some cities that use this tool are: Brevard, Hendersonville, New Bern, Charlotte and Morganton.

It is important to identify and set aside land for future transportation, recreation and wildlife corridors as soon as possible. Possible future transportation corridors and natural resource areas have been identified and are shown on the Future Land Use Map (Map IV-1).

### PURCHASE/TRANSFER OF DEVELOPMENT RIGHTS (PDR/TDR) PROGRAMS

PDR programs are in place in 15 states and over 150 local governments and have become a fairly popular way to protect farmland in the urban-rural fringe areas around the country. State programs began with Maryland, in 1977, and spread throughout the northeast. In the 1990s new programs became active in California, Michigan and other states. The American Farmland Trust estimates that almost 475,000 acres of farmland were preserved by all the state PDR programs through May 1998.

TDR programs have not been as popular, probably due to their complexity and the difficulty of clearly defining sending and receiving areas. TDR programs seem to work best in cities and counties where existing development is clearly separated from lands that are desired for preservation. A few localities have been successfully using TDR programs. Montgomery County, MD has had the most successful program — it has preserved over 38,000 acres since it began in 1982.

A good source for further information on these programs, as well as other growth management programs that deal with the urban-rural fringe areas is the book by Tom Daniels: [When City and Country Collide: Managing Growth in the Metropolitan Fringe](#) (Island Press, 1999)

Voluntary and regulatory tools are available to protect these corridors/areas for their desired uses. The City should encourage preservation of important corridors and natural areas through a variety of means:

- voluntary actions of land owners;
- purchasing properties or development rights; and
- possibly instituting a transfer of development rights (TDR) program.

Some state and local governments raise or set aside funds to purchase development rights (PDR) from property owners for land that has important scenic, natural or agricultural qualities. This action puts specific development restrictions on the property, in the form of deed restrictions, and the property owner is paid for the market value reflecting the change in property value. The deed restriction often takes the form of a “conservation easement,” with a land trust or local government taking ownership and responsibility for the easement. PDR programs work best where large/contiguous parcels can be preserved to create blocks of several hundred acres or more, helping to keep development at a distance.

Transfer of development rights (TDR) programs are similar to PDR programs — specific development rights are “taken away” from a property and the owner is paid to give up those development rights. But, instead of the government or a land trust buying the rights, a private developer buys them in return for the right to develop at a higher density in another part of the city/county. This makes TDR a relatively low-cost way to achieve efficient and compact growth while at the same time preserving farmlands, watersheds, and wildlife corridors. The cost to the City would be in administering the program, which can be complex. Also the City needs to determine the “sending” and “receiving” areas for these development rights, which need to be tied to the City’s Comprehensive or Land Use Plan. TDR is a way to help direct growth into areas where more density is desired and to help preserve farmland and important ecological areas.

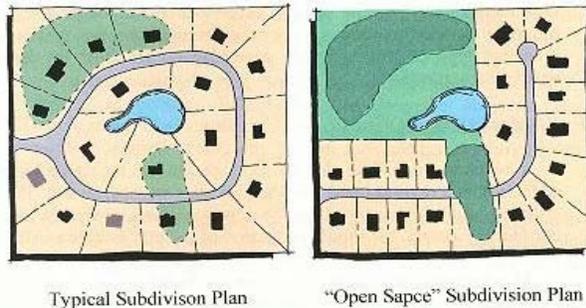
**b. Create or utilize a land trust to facilitate acquisition of easements and property for greenways**

The City could create a land trust to be the grantee of conservation easements. But since the Carolina Mountain Lands Conservancy is an existing land trust that covers both Henderson and Transylvania counties, utilizing it would be simpler and more efficient. The easements could be used for bike and pedestrian pathways, or for wildlife greenway corridors. Conservation easements can also be used to protect important natural areas for wildlife and water supply/quality or other environmental purposes.

**c. Create development incentives for open space preservation**

As mentioned above, the City should develop some incentives to guide development away from areas desired for open space preservation. The City should also consider changes to the Zoning and Subdivision Ordinances to encourage or require preservation of open space or natural areas in larger subdivision and commercial developments. For example, the City could require a minimum of five or ten percent of the land for a subdivision be reserved for recreation or open space.

Another tool that some local governments are implementing is allowing for “Conservation Subdivisions.” These subdivisions cluster housing together on a small part of the parcel(s) — the part that makes the most sense for development, based on natural features — and the remaining land is left and protected as open space or farmland. Typically the same density is allowed as for a standard subdivision, calculated over the total area of the parcel, but lot sizes and setbacks are



A typical vs. an “open space” subdivision plan (by Scott Melrose and Assoc.)

**CONSERVATION /OPEN SPACE  
SUBDIVISIONS**

Davidson, NC approved a new Planning and Ordinance in 2001 that has many provisions to protect open space from development. It has a ‘Rural Planning Area’ that requires development of compact neighborhoods that preserve a minimum of 35% of all land as open space. The Town’s concerns for the future include loss of farmland and open space by a proliferation of segregated, single-use developments. The fundamental policy is to preserve the outlying area’s rural appearance, and, to as great an extent as possible, the productive agricultural use of this area by clustering development and retaining important natural features.

Within the rural planning area, there are five development options:

- Conservation easement subdivision
- Low-impact subdivision
- Farmhouse cluster
- Residential subdivision
- Traditional neighborhood development (TND)

For more information, contact:  
Town of Davidson  
Planning Department  
(704) 892-7591  
[www.ci.davidson.nc.us](http://www.ci.davidson.nc.us)

smaller due to the clustering. This tends to work better for natural open spaces than for farmland, because clashes often arise between farmers and residents that live close to the farmland or farming operations (e.g. over noise, odors, traffic, etc.).

NOTE: The discussion under Q5.a. is related to this discussion.

**L4. Create a transportation network that provides several travel choices and provides connections between neighborhoods, schools, downtown, employment centers and other activity/recreation centers.**

**a. Develop and redevelop public infrastructure to increase the pedestrian character of public and private places**

Attracting investment for downtown expansion will be difficult without adequate, updated infrastructure throughout the city. To achieve the rich, cultural atmosphere that exists on Main Street, the City and Heart of Brevard should invest in sidewalk, street, and other amenities that will create an environment where both citizens and visitors feel safe to walk ever greater distances. Begin investing in street and sidewalk improvements in areas adjacent to Main and Broad streets, and gradually move out from there, to build a pedestrian-friendly core with connections to nearby neighborhoods and businesses.

**b. Expand/improve the downtown grid street network**

One of the most proven design patterns for commercial, civic, and cultural harmony is the grid. When adapted to local scales, the grid creates easily navigable streets, while also controlling the movement of vehicular traffic in a manner that allows pedestrians to feel equally safe to travel through the city. An expansion of Brevard's street grid will also provide additional safety and comfort to the city's visitors, as they will find it increasingly easy to tour more areas of the city without the fear of becoming lost.

Street connections should be made to complete the grid in central areas of the City, and the grid should be expanded to a greater area. With a more complete grid, alternate routes are made available and this will help to alleviate the traffic on Main and Broad streets. The Transportation Plan should identify these areas.

**L5. Work with property owners to create a plan for the Pisgah Forest area to address future land use, water and sewer plans, and access issues along the main corridors.**

This part of the planning area will probably have a lot of development pressure

over the next ten years. The only part of this area that is currently in Brevard’s city limits or ETJ is the area immediately surrounding the intersection of NC280 and US64 and three isolated properties. The rest of the area is under the County’s jurisdiction and is not zoned. The area has limited water and sewer service presently, but if utility service were extended into this area it would likely develop at a rapid pace. Other concerns are access and safety issues, especially along NC280, where many long, narrow lots abut the highway; a number of lots also abut US64 east of the intersection. A plan to address the future development of this area needs to be developed, especially before utilities are extended into the area. This plan could be developed by a group of volunteers, including Pisgah Forest property owners and Steering Committee members, with assistance from City staff. It is during this process that the ETJ could be revisited.

E) Recommendations Related to the *Amount and Density* of Growth

**AD1. Allow for higher density development in select residential areas and along transportation corridors.**

**a. Rezone to allow for additional multifamily development**

Allowing more multifamily development within the City will bring a larger tax base without having to extend services to greater distances. It will also help accommodate growth more centrally, helping to protect the outer areas from development. Multifamily development is recommended in these areas:

- Along/near main transportation corridors;
- “Central” areas of neighborhoods (neighborhood businesses should also be located in these areas)
- Near colleges and employment centers.

**AD2. Expand the core downtown area, allowing for a larger mixed-use area at the center of the City and coordinate with Heart of Brevard’s long range planning.**

**a. Encourage mixing retail, professional, residential, and public uses**

Many cities are realizing that, in order to have an economically healthy and vibrant downtown, people need to both live and work there. The Central Business District of Brevard currently allows some mixing of uses, but it is predominantly occupied by commercial, office and public uses. The regulations

CORRIDOR OVERLAY ZONING  
FOR HIGHER DENSITY  
DEVELOPMENT

The City of Charlotte is implementing zoning overlays to help preserve and create traditional neighborhoods around transportation corridors. The overlays will permit much higher densities, narrower setbacks for stores and homes, and parking in the rear of buildings to encourage walkability upon streetscapes. The goal of these overlays is to provide standards for developers to build pedestrian oriented corridors.

For more information:  
Charlotte-Mecklenburg Planning  
Commission  
600 East Fourth Street (8th Floor)  
Charlotte, North Carolina 28202  
(704) 336-2205

should be changed to allow an expansion of the types of uses, to include residential and to allow for mixing uses in buildings/projects. The Central Business District should be surrounded by a mixed-use district, that is similar to the CBD and accommodates pedestrians. Refer to the related discussion and recommendations under Q2.a.

## CHAPTER V: IMPLEMENTING THE PLAN

The effectiveness of a land use plan is measured by its implementation in the community. Various tools and strategies exist to implement the Plan's recommendations. Many of those tools have been described in Chapter IV. Once City Council adopts the Land Use Plan, it is the official policy statement and map to guide future development decisions for providing public services, locating community facilities and approving development proposals. It also provides the basis for land use regulations, and for modifications to existing land use regulations.

Following is a list of steps to implement the Plan. Detailed descriptions of each recommendation are contained in Chapter IV (under the section noted in parentheses at the end of each item). The person, organization or board/committee listed under "Primary Responsibility" is the one most fit to initiate and/or oversee accomplishment of the action. A suggested timeframe is also noted for many recommendations. The following measures are proposed to help Brevard maintain its strong community and achieve its community goals. The City should compare its actions over the next ten years to the recommendations in the Plan, and try to take actions that are consistent with the Plan. It is the responsibility of the City Manager to periodically review the progress that is being made on these recommendations and report to City Council.

Most of the steps can be completed by City staff and elected and appointed officials. However, some of the implementation steps involve the City and County working together and/or coordinating their efforts. City-County cooperation is an important factor in the successful implementation of these steps.

The steps are organized into two main categories: (A) things that must be done to implement the Future Land Use map; and (B) other actions that address land use and future growth management goals. **Items in the first category need to be addressed first** and generally involve modifications to Zoning or Subdivision Ordinances and/or the Zoning Map.

### A) Steps for Implementing the Future Land Use Map

#### 1. NEW ZONING DISTRICTS

Notes: Various commercial, office and residential uses are allowed in all the commercial districts. C-2, General Commercial is close to the proposed MU-N in allowable uses and intent, although it is intended for parcels on main roads or near commercial districts. C-4, Highway Commercial, is close to the proposed MU-B. Maybe need to recommend renaming these districts and making slight modifications to them. In essence, that is what the Future LU map does — the C-2 and C-4 uses along the main roads were converted to MU-B and other O-I and C-2 uses were converted to MU-N.

- ◆ **Create a new Mixed Use - Boulevard district**, that allows a mix of land uses and promotes a pedestrian-friendly, attractive area along main roadways. (L1.b., Q2.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Create a new Mixed Use - Neighborhood district**, that allows a mix of land uses, and promotes a pedestrian-friendly, attractive area for areas that are not along main roads. (Q2.a.)  
*Primary Responsibility:* Planning Director

## 2. MODIFICATIONS TO EXISTING ZONING DISTRICTS

- ◆ **Amend the Central Business District regulations to allow residential uses and mixing uses** in buildings/projects. (AD2.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Modify the Office/Institutional and Central Business Districts, to encourage and allow mixed land uses.** (Q2.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Incorporate Traditional Neighborhood Development (TND) design standards into the Zoning Ordinance** (for setbacks, parking, building orientation). (Q1.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Amend the text of the Corridor Protection Overlay District:** modify the buffer and setback requirements to allow for buildings to be placed closer to the street; design new development for safe pedestrian movement; and modify the parking requirements to require parking be placed to the rear or side of the building. (Q4.b.)  
*Primary Responsibility:* Planning Director
- ◆ **Promote mixed land uses in existing residential areas** by incorporating small-scale, appropriate commercial and office uses along with appropriate regulations into each residential zoning district. (L1.a.)  
*Primary Responsibility:* Planning Director

## 3. AREAS RECOMMENDED FOR REZONING

The following recommendations are for rezoning parcels of land to match the Future Land Use Map. A property owner may initiate a rezoning request or the City may initiate a rezoning request for a parcel or group of parcels to encourage future development that is consistent with the Plan. These actions will likely happen gradually.

- ◆ **Rezone the area surrounding the CBD to the new Mixed Use—Neighborhood district**, as shown on the Future Land Use Map. (Q2.a.)  
*Primary Responsibility:* Planning Director
- ◆ To **encourage infill development**, consider allowing higher density development in areas with adequate infrastructure, as shown on Future Land Use Map. (Q3.b., AD1.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Rezone areas to allow for additional multifamily development:** along/near main transportation corridors; “central” areas of neighborhoods; and near colleges and employment centers. (AD1.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Expand the Corridor Protection Overlay District** to cover more of the entry corridor into Brevard: from Straus Park to Brevard College; south of downtown, from the South Broad Park to Cashiers Valley Road; and areas of US 276 not covered by the TC-1 district. (Q4.b.)  
*Primary Responsibility:* Planning Director
- ◆ **Rezone parcels zoned as Highway Commercial (C-4), and Office-Institutional (O-I) and located along Asheville Highway and Rosman Highway to Mixed-Use Boulevard (MU-B).** (Q2.a.)  
*Primary Responsibility:* Planning Director

## B) Additional Steps for Orderly Growth and Quality Development

### Planning Next Steps

#### **HIGH PRIORITY**

- ◆ Study the main transportation thoroughfares and develop specific recommendations for improving safety and access management (Note: these corridors are currently being studied as part of the Transportation Plan.) (Q4.a.)  
*Primary Responsibility:* Transportation Plan, Planning Director  
*Timeframe:* 0-2 years; Transportation Plan underway
- ◆ Update the Water and Sewer Plan in conjunction with creating a long range annexation plan.  
*Primary Responsibility:* Planning Director  
*Timeframe:* 0-2 years

- ◆ **Work with property owners to create plans for the Pisgah Forest and Rosman Highway** areas to address future land use, water and sewer plans, and access issues along the main corridors. (L5)  
*Primary Responsibility:* Steering Committee, Planning Director  
*Timeframe:* 0-2 years

#### LOWER PRIORITY

- ◆ Identify and map brownfield sites. **Create a plan to clean up the brownfield sites and market them to potential developers.** (Q7.b.)  
*Primary Responsibility:* Planning Director  
*Timeframe:* 0-2 years (mapping); 2-5 years (planning)
- ◆ **Work with the Carolina Mountains Land Conservancy** to incorporate the natural resource and wildlife corridors into their Master Plan process. (L3.a.)  
*Primary Responsibility:* Planning Director  
*Timeframe:* 0-3 years
- ◆ **Develop a Parks and Greenways Master Plan** for Brevard. (Q4.e.)  
*Primary Responsibility:* City Council  
*Timeframe:* 3-5 years
- ◆ Encourage the County to continue studying flooding by watershed. **The City should study growth compared to flooding history in its watershed and use this information to model growth and flood control scenarios,** to determine the most effective flood control measures. (Q6.c.)  
*Primary Responsibility:* City Manager  
*Timeframe:* 3-5 years
- ◆ **Consider the formation of local historic districts** around areas with a high concentration of historic properties. (Q1.c.)  
*Primary Responsibility:* Planning Director / Joint Historic Preservation Commission  
*Timeframe:* 5-10 years
- ◆ **Coordinate City greenway planning and development with the County's greenway efforts** and encourage City-County greenway connections. (Q4.f.)  
*Primary Responsibility:* City Council  
*Timeframe:* 3-5 years

## Zoning Next Steps

### **HIGH PRIORITY**

- ◆ **Consider changing the zoning regulations for vehicular access**, as suggested in Table IV-1. These standards could be applied to any property in any area. (Q4.a.)  
*Primary Responsibility:* Planning Director

### **LOWER PRIORITY**

- ◆ **Modify the Subdivision and Zoning Ordinances to better accommodate development on sloping land and to prevent development of structures on steep-sloping land. Also encourage owners of land in these areas to place conservation easements on the steep land.** (Q6.b.)  
*Primary Responsibility:* Planning Director
- ◆ **Amend the Zoning Ordinance to allow secondary dwelling units as accessory uses in the Central Business District and the proposed mixed use districts.** They are currently allowed in all the residential districts. **Also, increase the maximum allowable size of secondary dwelling units from 750 s.f. to 1,000 s.f.** (Q3.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Consider changes to the Zoning and Subdivision Ordinances to encourage or require preservation of open space or natural areas in larger subdivision and commercial development.** (L3.c., Q5.a.)  
*Primary Responsibility:* Planning Director
- ◆ **Develop guidelines/standards that limit the amount of runoff** produced by new development, and that ensure that the runoff does not adversely impact nearby properties and streams (see text for more details) (Q6.a.)  
*Primary Responsibility:* Planning Director

## Create Incentives

- ◆ The City and Heart of Brevard should **explore additional incentives and grant programs to make the downtown and surrounding area more attractive for investment** (e.g. façade and sign grants, reduced fees, provision of sidewalks and lighting and landscaping improvements, etc.). (L2.a.). This should be part of the upcoming Downtown Master Plan.  
*Primary Responsibility:* Heart of Brevard, City Manager/Council

- ◆ **Develop a package of incentives to offer developers that would encourage investment in business and mixed-use development on vacant parcels that have access to water and sewer services and adequate transportation facilities. (Q7.a.)**  
*Primary Responsibility:* City Council
- ◆ **Encourage local banks to offer low-interest loans for infill development. (Q3.b.)**  
*Primary Responsibility:* City Manager / Planning Director
- ◆ **Develop some incentives to guide development away from areas desired for open space preservation. (L3.c.)**  
*Primary Responsibility:* Planning Director
- ◆ **Consider reducing fees (permits, taps, etc.) in areas where infill development is desired. (Q3.b.)**  
*Primary Responsibility:* City Council

### Next Steps for Infrastructure Development

#### **HIGH PRIORITY**

- ◆ **All development of water and sewer infrastructure should be done in accordance with the City's Water and Sewer Plan. (Q4.c.)**  
*Primary Responsibility:* City Council

#### **LOWER PRIORITY**

- ◆ **Build sidewalk sections that connect existing sidewalks and that connect neighborhoods to schools, employment, shopping, human services centers and downtown. (Q4.c.)** The City, Heart of Brevard and private land owners should invest in sidewalk, street, and other amenities that create a safe and attractive walking environment. (L4.a.)  
*Primary Responsibility:* City Council, Heart of Brevard, private land owners  
*Timeframe:* Ongoing
- ◆ **Street connections should be made to expand the grid in central areas of the City, and the grid should be expanded to a greater area. (L4.b.).** The Transportation Plan should identify the areas.  
*Primary Responsibility:* City Council  
*Timeframe:* Start ASAP; complete over 10 years

- ◆ **Complete construction of the City's first greenway** (the Bike-Hike Path) (Q4.e.)  
*Primary Responsibility:* City Manager  
*Timeframe:* Phase 1 – 1 yr.; Phase 2&3 – 10 years
- ◆ **Expand the greenway system** to include more greenways within the higher density areas and also to connect greenways into a network, so they are useful for both recreation and transportation. (Q4.e.)  
*Primary Responsibility:* City Council  
*Timeframe:* 5-10 years

### New Policies or Changes to Policies

#### **HIGH PRIORITY**

- ◆ **Create a policy for planning growth that defines the relationship between the extension of utilities, the City's planning jurisdiction and planning for the annexation of new areas.**  
*Primary Responsibility:* City Council  
*Timeframe:* 0-1 year
- ◆ **Create new policies as a result of the completed Transportation Plan** related to access management, street and sidewalk design, and other recommendations in the plan.  
*Primary Responsibility:* City Council  
*Timeframe:* 0-1 year
- ◆ **Adopt a policy to keep land that has been identified as natural resource and rural conservation on the Future Land Use Map zoned for low density development** (i.e. do not approve rezoning requests to higher density development in these areas). Most of this land is currently zoned R-1. These areas include watersheds, floodplains, wildlife corridors, scenic or historic areas, and prime farmland. Also encourage owners of these properties to place conservation easements on these areas. (A)  
*Primary Responsibility:* Planning Director

#### **LOWER PRIORITY**

- ◆ **Write a stand-alone Sidewalk Ordinance that sets standards for sidewalk design and construction.** Ideally it should require sidewalks, with a buffer strip between the roadway and the sidewalk, on all public streets, with the exception of

some roads in the more rural areas. (Q4.c.) Sidewalks and pathways should be designed for bicycling, skating, wheelchair and pedestrian traffic. (Q4.d.)

*Primary Responsibility:* Planning Director

*Timeframe:* 0-2 years

- ◆ **Develop a policy to protect and enhance the character of neighborhoods as infrastructure is built, by encouraging coordination between all the utility providers and encouraging underground and/or combined installation where possible.**

*Primary Responsibility:* City Council

- ◆ **Challenge the newly created Appearance Commission to establish design guidelines** that ensure new development is compatible with existing properties. (Q1.b.)

*Primary Responsibility:* City Council

*Timeframe:* ASAP; 0-1 year

- ◆ **Support the efforts of the County Joint Historic Preservation Commission in pursuing National Register designation for the central part of the Central Business District.** (Q1.c.)

*Primary Responsibility:* City Council

*Timeframe:* 0-1 year

- ◆ **Work with federal, state and county government officials to ensure that public services and buildings are located within the City's core.** (L2.a.)

*Primary Responsibility:* City Manager

- ◆ **Work with the County and Rosman to create a county-wide, inter-local agreement to promote, locate, and build a greenway system connecting communities and parks for conservation, transportation and recreation purposes.** This could be part of or lead up to a county-wide Greenway Plan (Q4.f.)

*Primary Responsibility:* City Council

- ◆ **Form partnerships between the City and local businesses, land owners, non-profit organizations and land trusts to purchase and maintain easements/parcels.** (Q5.a.)

*Primary Responsibility:* City Council

*Timeframe:* Ongoing

- ◆ **Encourage preservation of important corridors and natural areas through a variety of means:** voluntary actions of land owners; purchasing properties or development rights; and possibly instituting a transfer of development rights (TDR) program. (L3.a.)

*Primary Responsibility:* City Council (appoint Task Force to study and recommend actions/means)

- ◆ **Utilize a land trust** (e.g. Carolina Mountains Land Conservancy) **to facilitate acquisition of easements and property for pedestrian and bicycle paths and wildlife corridors** (a.k.a. greenways). (L3.b.)

*Primary Responsibility:* City Manager

#### Raising Awareness in the Community

- ◆ **Create and distribute educational materials to promote best development practices** and raise awareness of important issues:
  - ◇ Describe the soil erosion and sedimentation laws and provide ways for people to report potential violators and to get questions answered. (Q7.e.)
  - ◇ Promote “green building” design and technologies. (Q7.c.)

*Primary Responsibility:* Planning Director

#### Annual Review of Plans

- ◆ **Review the landscape ordinance annually** to see that it is meeting the City’s goals and attaining results. (Q1.a.)

*Primary Responsibility:* Planning Director

*Timeframe:* Annually

- ◆ **Prepare an annual report on the progress of implementing the Land Use Plan.**

*Primary Responsibility:* City Manager

*Timeframe:* Annually



APPENDIX A.

List of Plans and Ordinances Related to Land Development

Some of these are available on the City's website:

[www.cityofbrevard.com](http://www.cityofbrevard.com)

PLANS

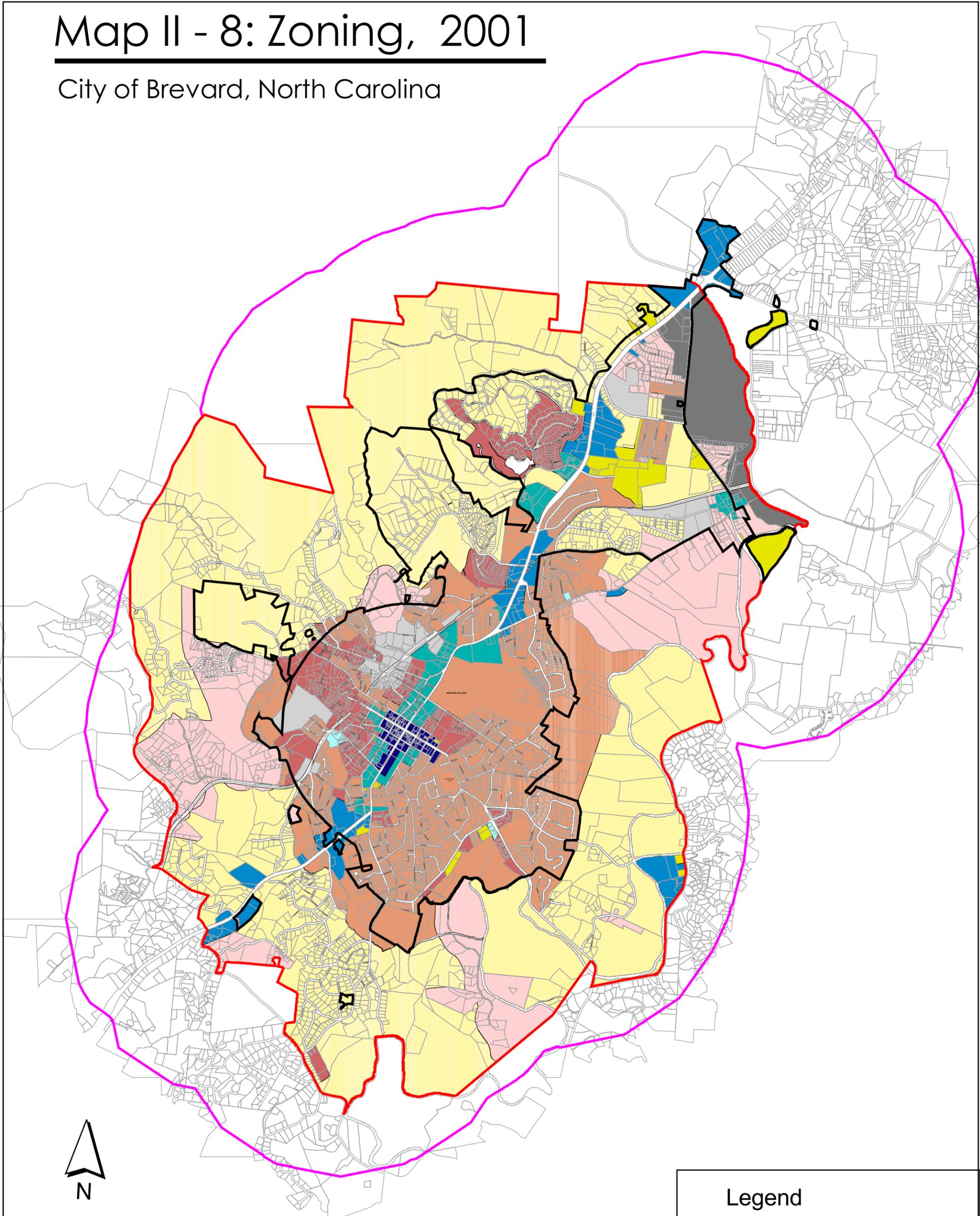
Brevard Land Use Plan, 1991  
Thoroughfare Plan for the City of Brevard, September 1998 (NC Department of Transportation)  
Transportation Plan (under development)  
Heart of Brevard Plan  
Rosenwald Project Plan

ORDINANCES

Flood Damage Prevention Ordinance — Chapter 34, Article I and II  
Health and Sanitation — Chapter 38, Article I  
Nuisances — Article II  
Abandoned, Nuisance and Junked Motor Vehicles — Division V  
Brevard Planning and Zoning Board — Chapter 54, Article I  
Historic Districts and Landmarks — Chapter 54, Article III  
Tree Protection — Chapter 74, Article II  
Zoning Ordinance — Appendix A, Articles I through XV  
Brevard Board of Adjustment (Zoning Ordinance) — Appendix A, Article XII  
Subdivision Regulations — Appendix B, Articles I through XII

# Map II - 8: Zoning, 2001

City of Brevard, North Carolina



1 0 1 2 Miles

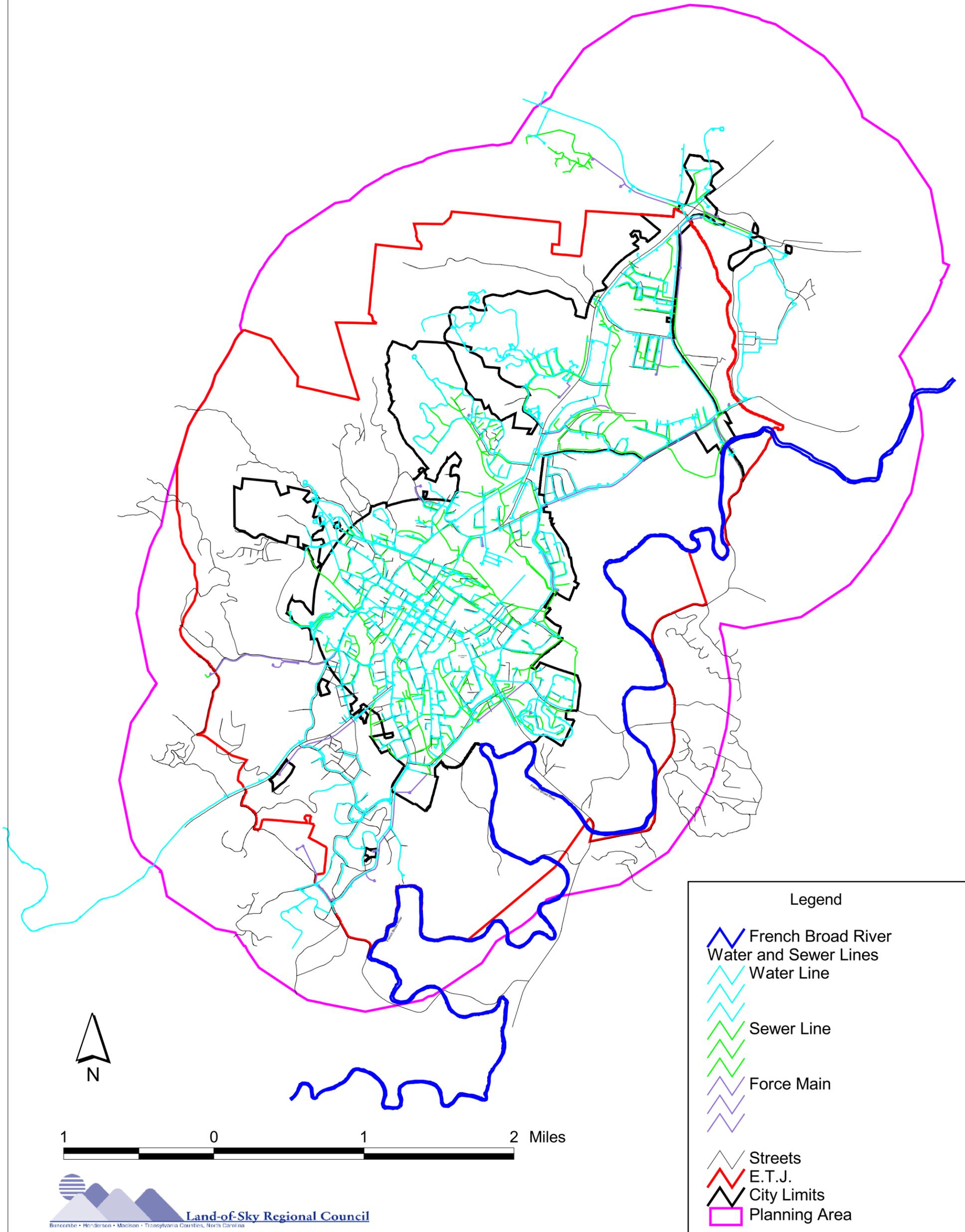


## Legend

-  City Limits
-  E.T.J.
-  Planning Area
- Zoning**
-  C-1: Central Business District
-  C-2: General Commercial
-  C-3: Neighborhood Commercial
-  C-4: Highway Commercial
-  I-1: Light Industrial
-  I-2: General Industrial
-  O-1: Office Institutional
-  R-1: Residential Low Density
-  R-1M: Residential Low Density Mountainous
-  R-2: Residential Medium Density
-  R-3: Residential High Density

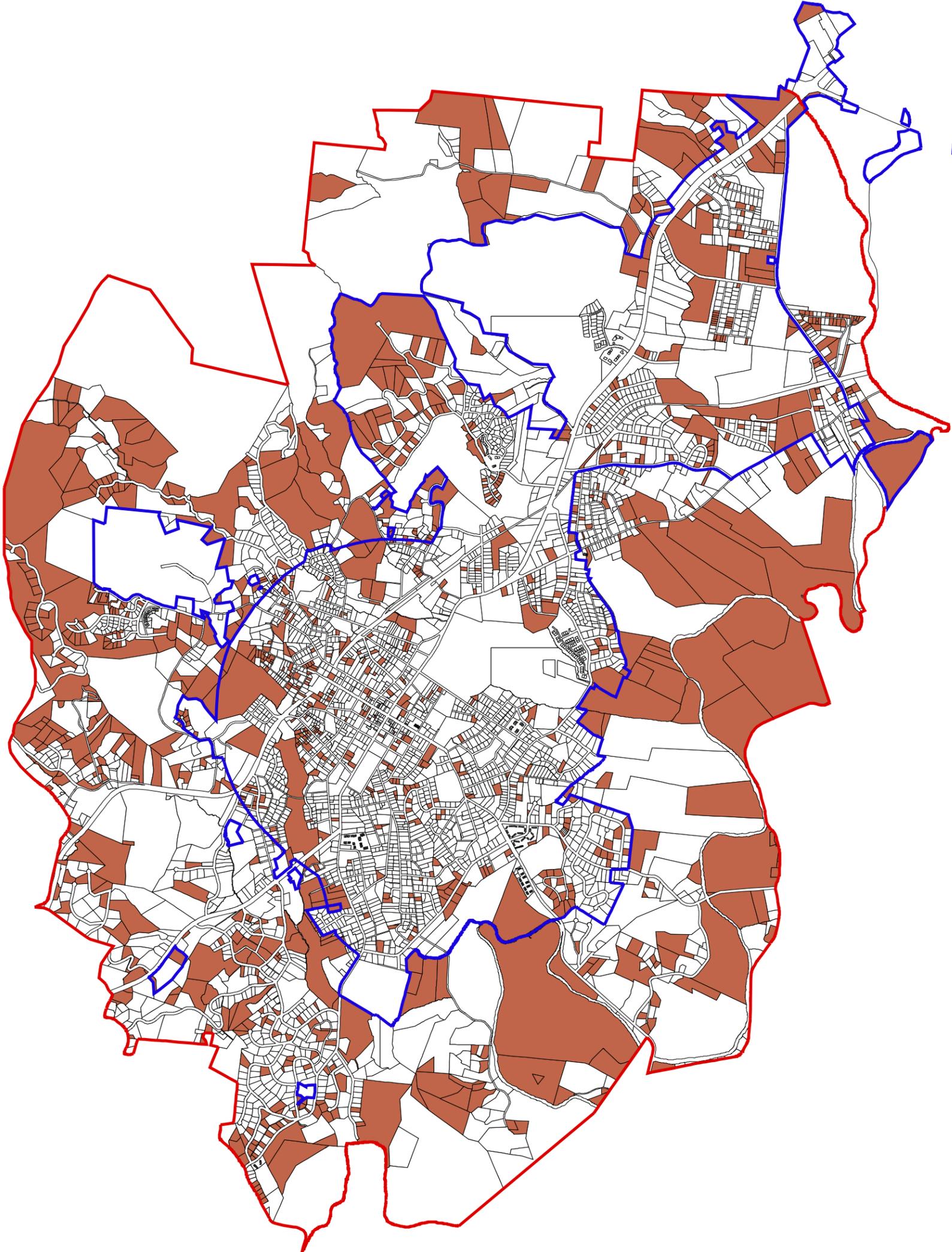
# Map II - 3: Current Water and Sewer Service

City of Brevard, North Carolina



# Map II - 9: Vacant Parcels, March 2001

City of Brevard, North Carolina



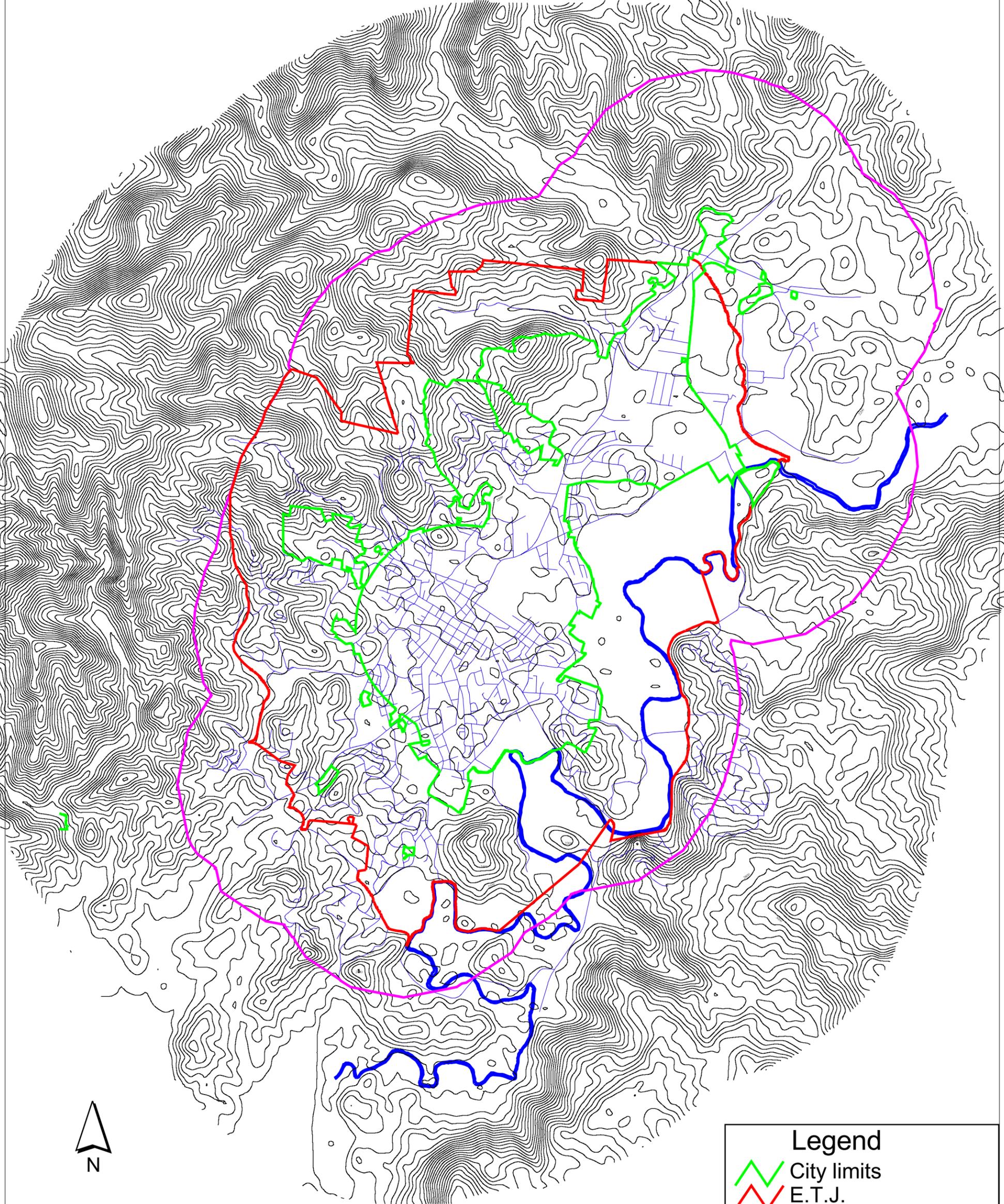
0 0.5 1 1.5 2 Miles

**Legend**

- City Boundary
- E.T.J.
- Vacant Parcels

# Map II - 5: Topography

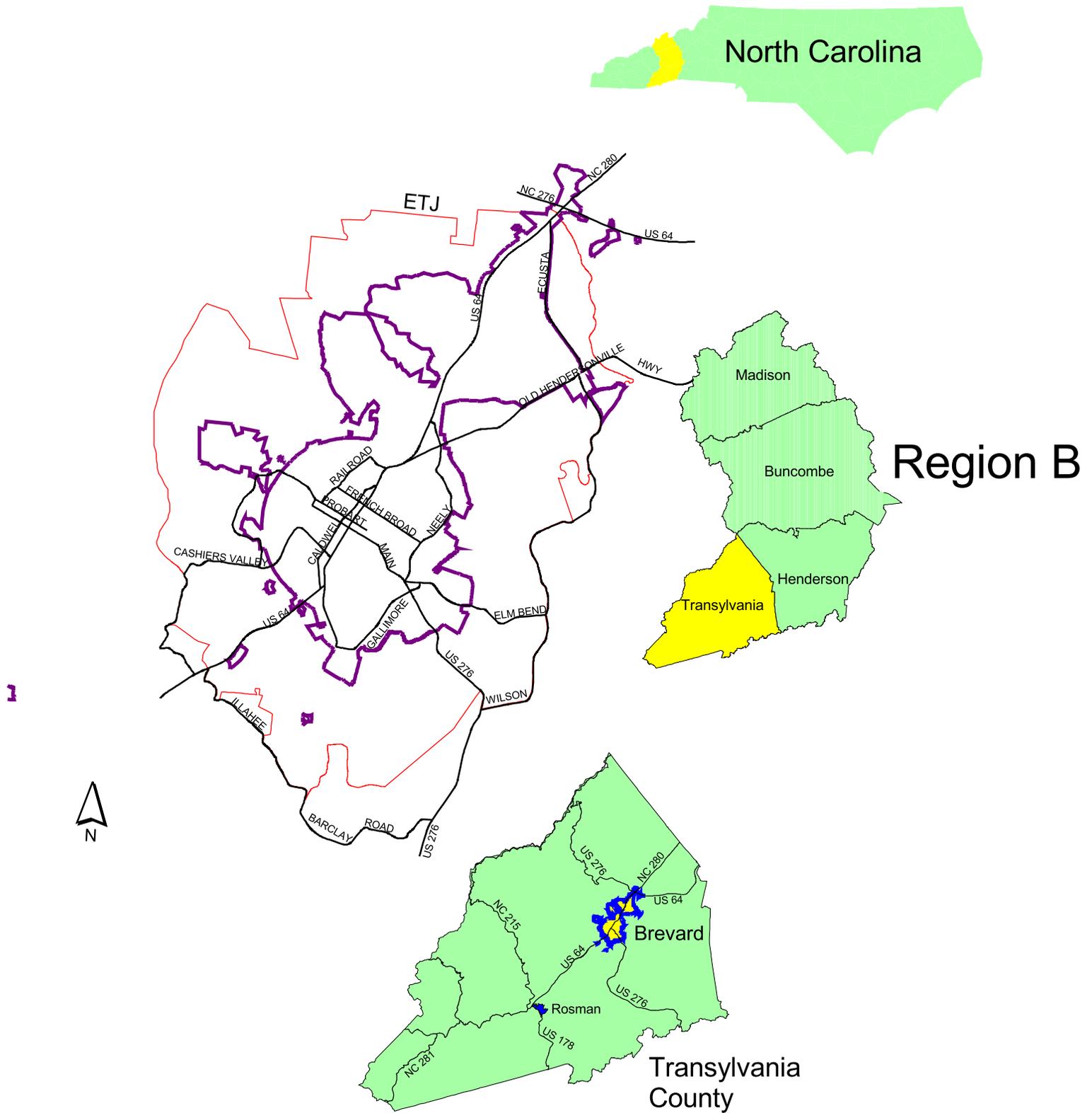
City of Brevard, North Carolina



**Legend**

-  City limits
-  E.T.J.
-  Planning Area
-  Contours - 40 ft
-  French Broad River
-  Streets

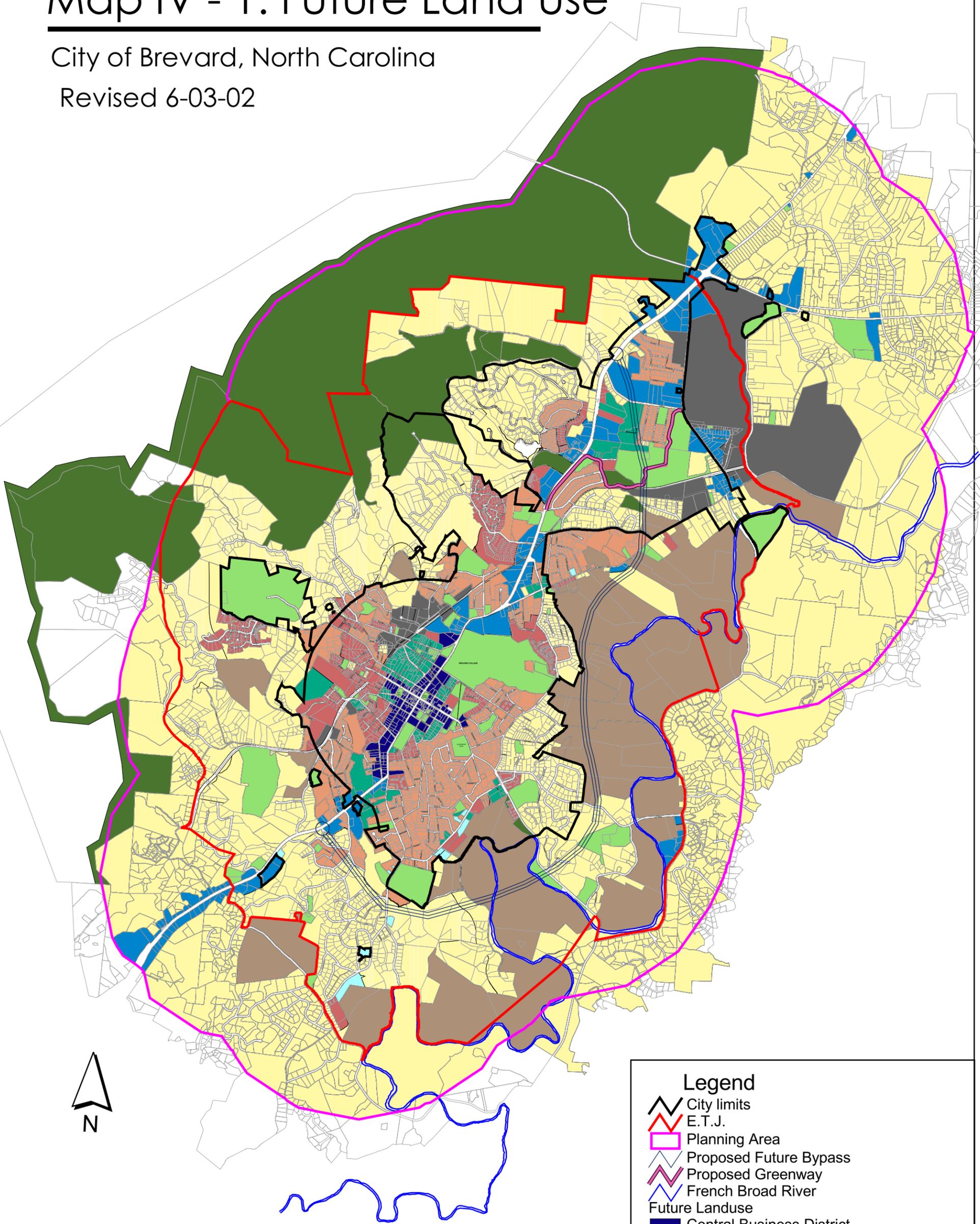
# Map I -1: City of Brevard and Transylvania County Base Map



# Map IV - 1: Future Land Use

City of Brevard, North Carolina

Revised 6-03-02

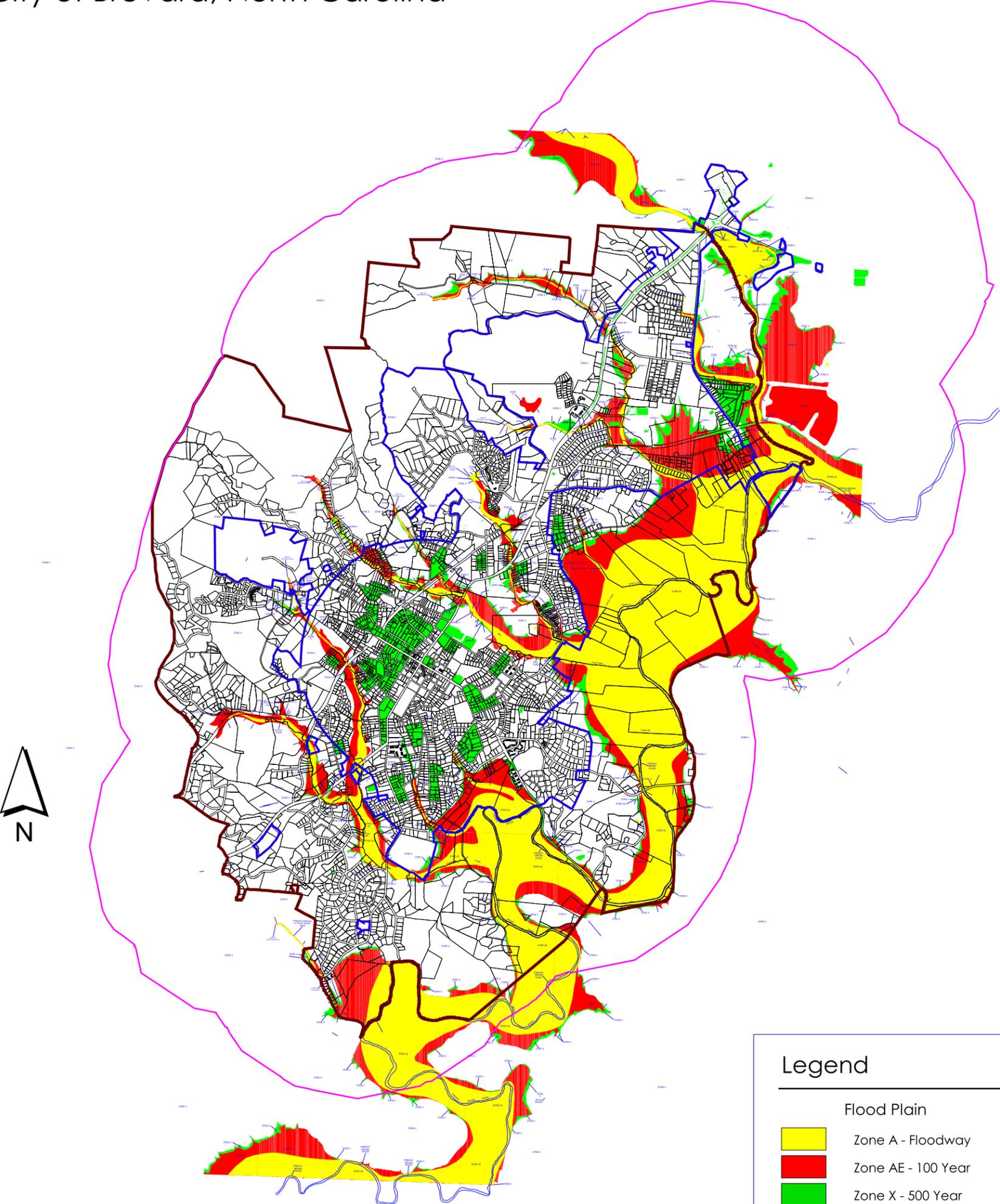


## Legend

- City limits
- E.T.J.
- Planning Area
- Proposed Future Bypass
- Proposed Greenway
- French Broad River
- Future Landuse**
- Central Business District
- Mixed Use - Neighborhood
- Mixed Use - Boulevard
- Isolated/Neighborhood Business
- Industrial
- Public / Semi-Public / Institutional
- Residential - Low Density
- Residential - Medium Density
- Residential - High Density
- Natural Resource / Rural Conservation
- Agricultural

# Map II - 7: Flood Plain Areas

City of Brevard, North Carolina



**Legend**

Flood Plain

- Zone A - Floodway
- Zone AE - 100 Year
- Zone X - 500 Year

City Limits

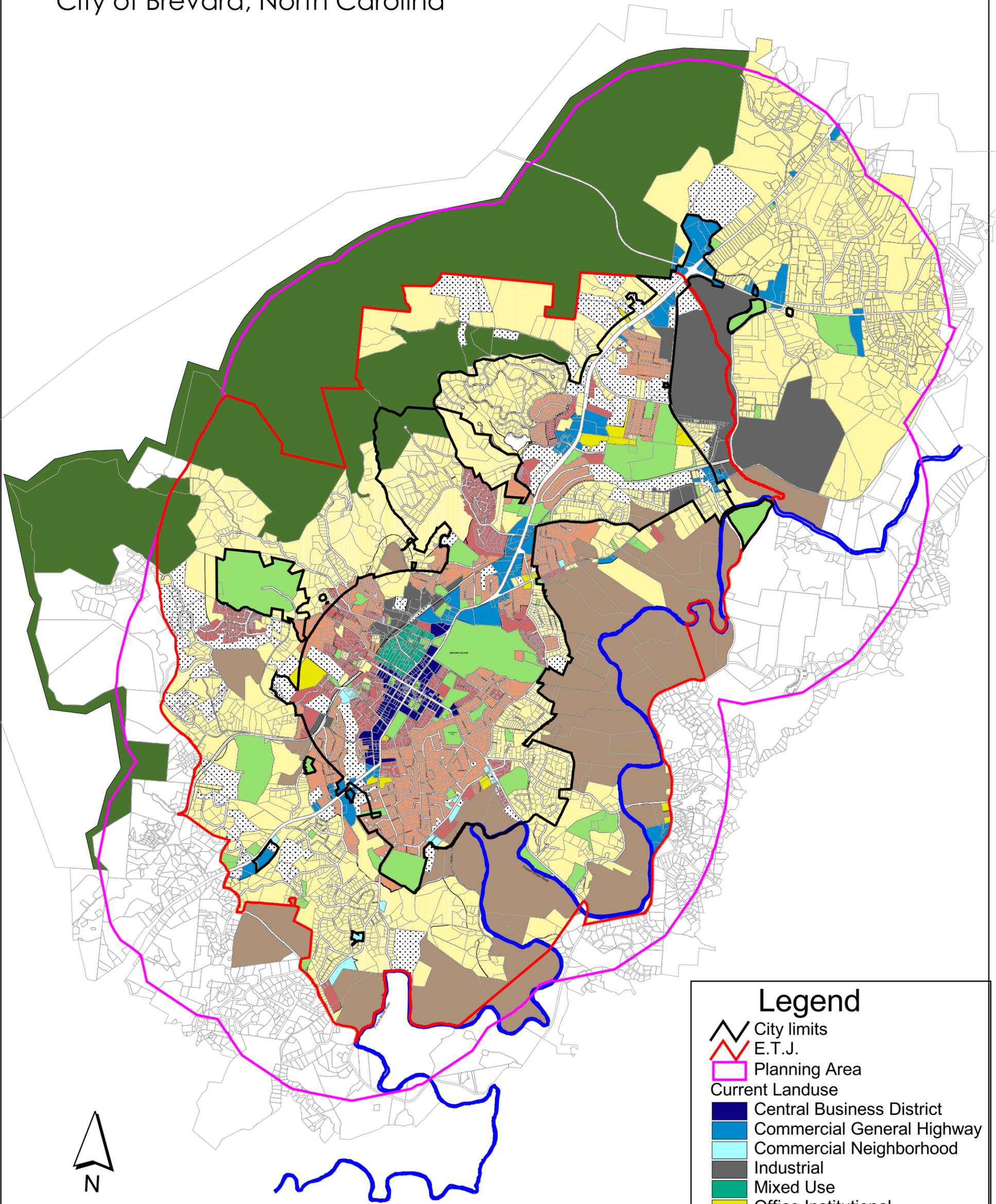
E.T.J.

Planning Area



# Map II - 1: Existing Land Uses, April, 2002

City of Brevard, North Carolina



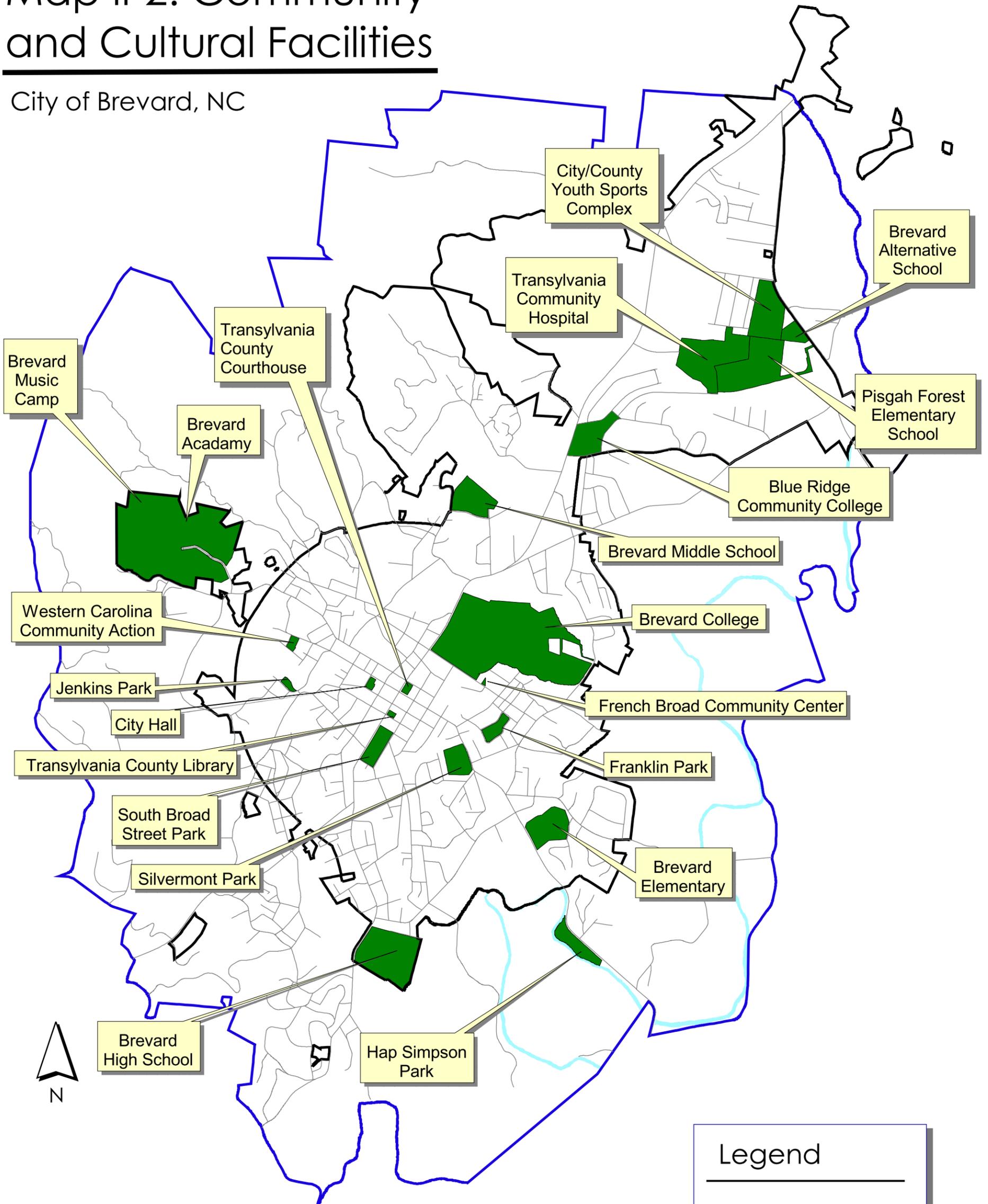
### Legend

- City limits (Black line)
- E.T.J. (Red line)
- Planning Area (Pink line)
- Current Landuse
  - Central Business District
  - Commercial General Highway
  - Commercial Neighborhood
  - Industrial
  - Mixed Use
  - Office Institutional
  - Public/Semipublic/Institutional
  - Residential Low Density
  - Residential Medium Density
  - Residential High Density
  - Farmland
  - Forest
  - Vacant

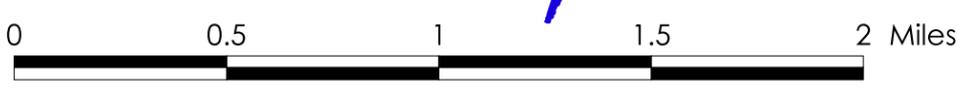


# Map II-2: Community and Cultural Facilities

City of Brevard, NC



- Brevard Music Camp
- Brevard Academy
- Western Carolina Community Action
- Jenkins Park
- City Hall
- Transylvania County Library
- South Broad Street Park
- Silvermont Park
- Brevard High School
- Transylvania County Courthouse
- Transylvania Community Hospital
- City/County Youth Sports Complex
- Brevard Middle School
- Brevard College
- French Broad Community Center
- Franklin Park
- Hap Simpson Park
- Brevard Alternative School
- Pisgah Forest Elementary School
- Blue Ridge Community College
- Brevard Elementary



### Legend

- Community and Cultural Facilities
- French Broad River
- City Limits
- E.T.J.

# BREVARD

Transylvania County, North Carolina

## SOILS

This map and the accompanying table are derived from: *Soil Survey of Transylvania County, North Carolina*, USDA, Soil Conservation Service, January, 1974.

