

**TOWN OF WEAVERVILLE**

**Town Hall Council Chambers  
30 South Main Street  
Weaverville, N.C. 28787**

**WORKSHOP AGENDA  
SPECIAL-CALLED MEETING**

**November 13, 2018 at 6:00pm**

1. **Call to Order** ..... Mayor Root
2. **Discussion Items:**
  - A. Growth as it relates to land use issues, economic development, annexation, water allocations, etc. (Please see attached materials pertinent to these discussions.)  
Town Manager  
Planning Director  
Town Attorney
3. **Adjournment** ..... Mayor Root

## **GROWTH WITHIN THE TOWN OF WEAVERVILLE**

Staff looks forward to supporting the Mayor and Town Council in its upcoming discussions regarding growth within the Town of Weaverville. To aid the Mayor and Town Council in these discussions staff has compiled the following information and materials that might be relevant to that discussion.

The following are some questions to consider. Each question has a corresponding section within this document that contains other related questions, a framework of a discussion related to that question, and/or certain relevant data.

*WHAT DOES THE TOWN CURRENTLY LOOK LIKE?  
DO YOU WANT THE TOWN TO GROW? WHY/WHY NOT?  
WHAT IS BALANCED RESIDENTIAL ECONOMIC DEVELOPMENT?  
WHAT ARE THE AVAILABLE TOOLS FOR GROWTH?*

### **WHAT DOES THE TOWN CURRENTLY LOOK LIKE?**

#### *DEMOGRAPHIC INFORMATION*

The attached Fact Sheet (Attachment #1) contains demographic and other information relevant to the Town and its growth and infrastructure.

#### *ZONING DISTRICTS AND CURRENT LAND USE*

The Town's zoning map (Attachment #2) shows the existing zoning district for all of the properties within the Town's jurisdiction. There are certain inconsistencies between the underlying zoning district and the actual use of a property. Staff has prepared a map that shows the actual use of the property within the Town (Attachment #3). The inconsistencies are accounted for largely due to special use permits and conditional zoning district where approved uses may be inconsistent with the underlying traditional zoning district. In example of this is the Lillie Farm Cove residential subdivision off of Critter Trail that was approved as a CZD within the C-2 zoning district.

#### *CURRENT ECONOMIC DEVELOPMENT AND TRENDS*

##### *COMMERCIAL AND INDUSTRIAL*

The Town has a thriving historic Main Street which contains a nice variety of retail establishments, art galleries, restaurants, and offices. Other commercial areas are found on Weaver Boulevard, Merrimon Avenue and the five points area of North Main Street. Some of the commercial developments continue to have property available for sale or lease and have not been able to

secure such development. The Town has struggled to maintain the industrial enterprises operating within the Town.

The Town of Weaverville has over 1,000 companies operating within its jurisdiction. The following table shows the industry breakdown within the Town:

INDUSTRY	PERCENTAGE
Retail Trade	20.9%
Manufacturing	13.0%
Healthcare and Social Assistance	13.0%
Educational Services	10.3%
Professional, Scientific, and Technical Services	10.2%
Finance and Insurance, Real Estate, Rental, Leasing	6.4%
Public Administration	4.7%
Services (Other than Public Administration)	4.5%
Accommodation and Food Services	4.1%
Arts, Entertainment, Recreation	4.0%
Wholesale Trade	3.8%
Construction	2.9%
Administrative and Support and Waste Management	1.7%
Information Services	0.5%

### *RESIDENTIAL*

The majority of new economic development within the Town over the last decade has been residential in nature. This has resulting in an estimated current housing stock of approximately 2233 houses, an increase of 68% since 2010. The current median housing value is \$335,000.

It is expected that economic development within the Town will continue to skew towards residential development and the commercial development needed to support those residences.

### **DO YOU WANT THE TOWN TO GROW?**

This seems like an obvious question; however, there is no simple answer to the issue, nor a right or wrong answer.

Growth is happening inside and outside of the Town’s limits whether that is desirable or not. Some would posit that if a Town is not growing it is declining. This can be imagined by picturing what the Town might look like in 20 years if the trends continue unaltered:

- Core housing stock at 80-100 years old (repair too costly to undertake)
- Median age increasing
- Retirement population increasing

This picture might appear to be at odds with the vibrant community that exists currently and that Town Council has expressed as a stated goal within the most recent draft of the strategic plan.

Discussions that Town Council has recently been having concerning the expansion of the water treatment plant and consensus that has been gained to proceed forward with that project leads staff to believe that growth is necessary, either with an expansion of the Town or an expansion of the water customer base.

*WHY DO YOU WANT TO GROW? WHY NOT?*

POSSIBLE POSITIVES	POSSIBLE NEGATIVES
Expand Economic Development	Lose Identity
Expand Tax Base	Lose Desirable Small Town Qualities
Expand Water Customer Base	Overwhelm Infrastructure
Diversify Uses	Overwhelm Town Staffing
Diversify Population	
Increase State and Federal Funding	
Increase Sales Tax Allotment	

*WHAT DOES GROWTH LOOK LIKE?*

*DO YOU WANT THE INCORPORATED AREA OF THE TOWN TO GROW?*

*ARE THERE AREAS YOU WISH TO BRING WITHIN THE TOWN'S LIMITS?*

Town Council has previously identified areas that they wished to annex into the Town's limits. Some of these areas have been incorporated, others have not. Staff has put together a map (Attachment #4) showing some areas that Town Council may wish to consider for annexation purposes.

*WHAT DOES POPULATION GROWTH WITHIN CURRENT TOWN LIMITS LOOK LIKE?*

*DO YOU WANT TO ENCOURAGE IN FILL DEVELOPMENT?*

*DO YOU WANT TO ENCOURAGE MORE DIVERSITY?*

*HOW DO YOU ACCOMPLISH STATED OBJECTIVES?*

*WHAT DOES ECONOMIC DEVELOPMENT LOOK LIKE?*

The majority of the economic development within the Town over the last decade has been residential in nature. It is expected that this trend will continue.

## WHAT IS BALANCED RESIDENTIAL ECONOMIC DEVELOPMENT?

The following are some sub-topics to think about:

*AFFORDABLE HOUSING?  
SINGLE FAMILY / MULTI-FAMILY?  
DIFFERENT TYPES OF OWNERSHIP OF HOUSING?  
OWNER-OCCUPIED / RENTALS?  
LOW DENSITY / HIGH DENSITY?  
SECONDARY DWELLING UNITS?*

The residential development occurring within the Town is predominately owner occupied, single family residences with a good portion of those occurring on very small lots resulting in higher density than the R-1 and R-2 zoning districts allow. The higher density single family dwelling development is occurring outside of traditional zoning districts through special use permits or conditional zoning districts since none of the Town's current zoning districts support that higher density single family residential development.

The Town has also been presented with a number of multi-family residential projects. Some of these have been approved and are at varying stages of completion with some completed and occupied and others just beginning the permitting process. Staff is aware of several multi-family residential projects that are being discussed that involve development on properties just outside of the Town's borders in the vicinities of Monticello Road and Reems Creek Road. Town Council's discomfort concerning multi-family residential projects has been noted so the following questions are relevant:

*DO YOU WANT MULTI-FAMILY RESIDENTIAL DEVELOPMENT IN TOWN?*

*ARE YOU WILLING TO CONSIDER MULTI-FAMILY RESIDENTIAL DEVELOPMENT OUTSIDE OF THE TOWN IN ORDER TO EXPAND THE WATER SYSTEM AND CONTRIBUTE TO WATER REVENUES?*

## WHAT ARE THE AVAILABLE TOOLS FOR GROWTH?

### *ANNEXATION*

The expansion of the Town's municipal borders can only be accomplished through annexation. Annexation can be voluntary, involuntary, or legislated.

*VOLUNTARY ANNEXATION (NCGS 160A-31 and 160A-31.1; NCGS 160A-58 through 160A-58.8)*

Voluntary annexation is initiated by the property owner with the submittal of a petition signed by all owners of the property(ies) to be annexed. The clerk reviews the petition for sufficiency, a public hearing is held, and then the governing body acts on the petition.

The decision to annex is completely within the discretion of the governing body as a legislative action and the annexation must be approved by an ordinance.

Areas to be annexed are unlimited area if contiguous to the primary incorporated area of the Town. Satellite, or non-contiguous, areas are, however, limited to no more than 10% of the primary incorporated area.

*APPROVAL OF ANNEXATION PETITIONS WITH VESTED RIGHTS*

Could be used to reduce the Town's risk of taking in a property with a proposed project that ultimately fails to proceed resulting in a nonconforming use, noxious use, or use that disproportionately drains Town resources.

*INVOLUNTARY ANNEXATION (NCGS 160A-58.50 through 160A-58.63)*

Involuntary annexation is quite difficult to accomplish since in 2011 the legislature began requiring a majority vote of the voters within the proposed annexation area.

*ANNEXATION BY SPECIAL LEGISLATION*

The General Assembly retains power to annex property into a municipality.

*LAND DEVELOPMENT/LAND USE ORDINANCES*

*WHAT LAND USES OR DEVELOPMENT ARE YOU ENCOURAGING OR DISCOURAGING?  
DO PROCEDURAL REQUIREMENTS ENCOURAGE OR DISCOURAGE DESIRABLE GROWTH?*

*AVAILABILITY OF PUBLIC WATER*

The most current water allocation report (Attachment #5) is attached, as is information concerning water within the Town was compiled in a question/answer format (Attachment #6).

*DO YOU WANT TO EXPAND THE WATER CUSTOMER BASE?  
CAN WE SEPARATE WATER ALLOCATION DECISIONS FROM DEVELOPMENT APPROVALS?*

If the objective is to expand the water customer base but not the Town, the following could be considered:

*TOWN WATER ALLOCATION WITH DEVELOPMENT APPROVAL THROUGH BUNCOMBE COUNTY  
LARGER WATER CUSTOMER OUTSIDE TOWN LIMITS (LIKE MARS HILL)*

*RESTORATION OF THE TOWN'S EXTRA-TERRITORIAL JURISDICTION (NCGS 160A-360)*

Some conversations has been centered around attempting to restore the Town's extraterritorial jurisdiction. This can only be accomplished with the consent of Buncombe County and complicates

the membership of the Town's Planning & Zoning Board and Board of Adjustment. It is unknown as to whether or not Buncombe County is willing to consent to such a request. If Town Council wishes to pursue this objective an intergovernmental discussion on this topic would be good one to have.

## Town of Weaverville, North Carolina

## FACT SHEET

Prepared November 2018

Sources: 2010 US Census, 2016 American Community Survey, 2017 Population Estimate Program  
Weaverville Departmental Data

POPULATION CHARACTERISTICS				
	2010	2016	2018 Estimate*	Total Change**
Total Population	3120	3911 (+791, 25%)	4,734 (+823, 21%)	1,614 (+52%)
Growth Rate		25%	52%	
Population Density	836 per sq. mi.	1229 per sq. mi. (+393, 47%)	1489 per sq. mi. (+260, 21%)	+ 78%
Median Age	51.4	52.6		+1.2
Young Child Age		3%		
School Age	17%	12%		- 5%
Working Age	55%	53%		- 2%
Retirement Age	28%	32%		+ 4%
Household Size	2.13	2.12		
Family Size	2.66			
Registered Voters	2,482	3,225	3,347	
Workforce		1,584		

BASIC INFORMATION ON LAND				
	2010	2016	2018	Total Change
Base Land Area	1,983.06 acres		2,034.87 acres	51.81 acres (5 annexations)
Real Property Value	\$481,786,300	\$541,181,800 (+12%)	\$750,820,030 (+39%)	+56%
Personal Property Value	\$150,966,630	\$85,154,549 (-44%)	\$54,773,458 (-36%)	-64%
Satellite Annexation Area			37.54 Acres = 1.8 % of total incorporated area	

HOUSING PROFILE				
	2010	2016	2018 Estimate *	Total Change**
Housing Stock	1,330	1,923 (+593)	2233 (+310)	+ 903 (68%)
% of Housing Stock Occupied	91%	91%		
Owner Occupied	81%	81%		-
Renter Occupied	19%	19%		-
Single Family	81%	85% (+4)	80% (-5%)	-1%
Multifamily	14%	14%	19%	+5%
Mobile Home	5%	1%	1%	-4%
Housing Value	\$242,600	\$241,000 (-1%)	\$335,000 (+39%)	+38%

# Town of Weaverville, North Carolina

## FACT SHEET

Prepared November 2018

Sources: 2010 US Census, 2016 American Community Survey, 2017 Population Estimate Program  
Weaverville Departmental Data

EDUCATION CHARACTERISTICS/INCOME			
	2010	2016	Total Change**
Education – High School Diploma Only	22%	18%	-5%
Education – Age 25+, Some College Education	70%	79%	+9%
Education – Age 25+, Bachelor’s Degree	26%	24%	-2%
Education – Age 25+, Graduate or Professional Degree	17%	25%	+8%
Median Income	\$47,391	\$53,072	+\$5,681 (+12%)
Poverty Rate	9.4%	5.3%	- 4.1%

GOVERNMENTAL INFRASTRUCTURE	
Municipal Streets	19.36 Miles
Sidewalks	5.9 Miles
Water Lines	66 Miles
Water Meters	2,769
Fire Hydrants	370
Trails	1.39 Miles
Park Acreage	20.14
Eller Cove Watershed Conservation Acreage	310
Proposed Reems Creek Greenway	1.7 Miles
Elevation	2,160

### COMPARATIVE DATA

	2017 Population Estimate	Median Age	Number of Companies	% High School Graduate or Higher	Total Housing Units	Median Houshold Income	Foreign Born Population	Individuals Below poverty level
Buncombe Co.	257,607	41.7	28,498	90.0%	115,984	\$46,902	13,585	14.8%
Weaverville	3,911	52.6	1,052	97.9%	1,923	\$53,072	106	5.3%
Woodfin	6,489	35.8	508	86.9%	2,626	\$36,114	297	22.3%
Black Mtn.	8,150	50.8	935	92.6%	4,201	\$41,807	99	12.1%
Asheville	91,902	38.0	12,785	92.2%	41,380	\$44,946	5,775	16.2%
Madison Co.	21,746	43.9	1,741	82.5%	10,698	\$40,408	488	16.6%
Marshall	872	41.5	N/A	86.0%	523	\$31,250	14	21.0%
Mars Hill	2,118	23.8	N/A	91.8%	748	\$42,941	21	24.6%

\* Estimates based on Town of Weaverville Departmental Data

\*\* Total Change compares to 2010 data

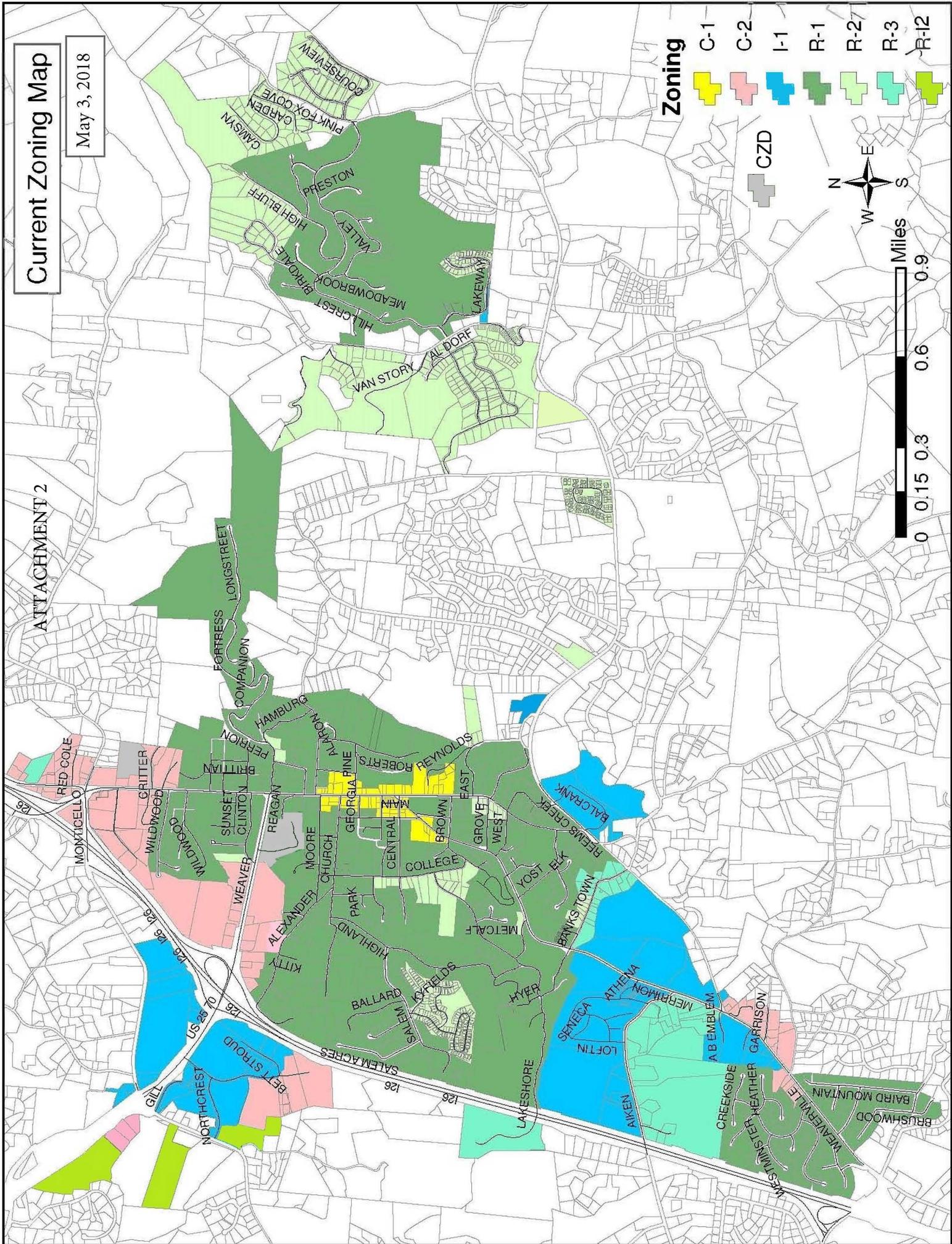
# Current Zoning Map

May 3, 2018

ATTACHMENT 2

## Zoning

- C-1
- C-2
- I-1
- R-1
- R-2
- R-3
- R-12
- CZD

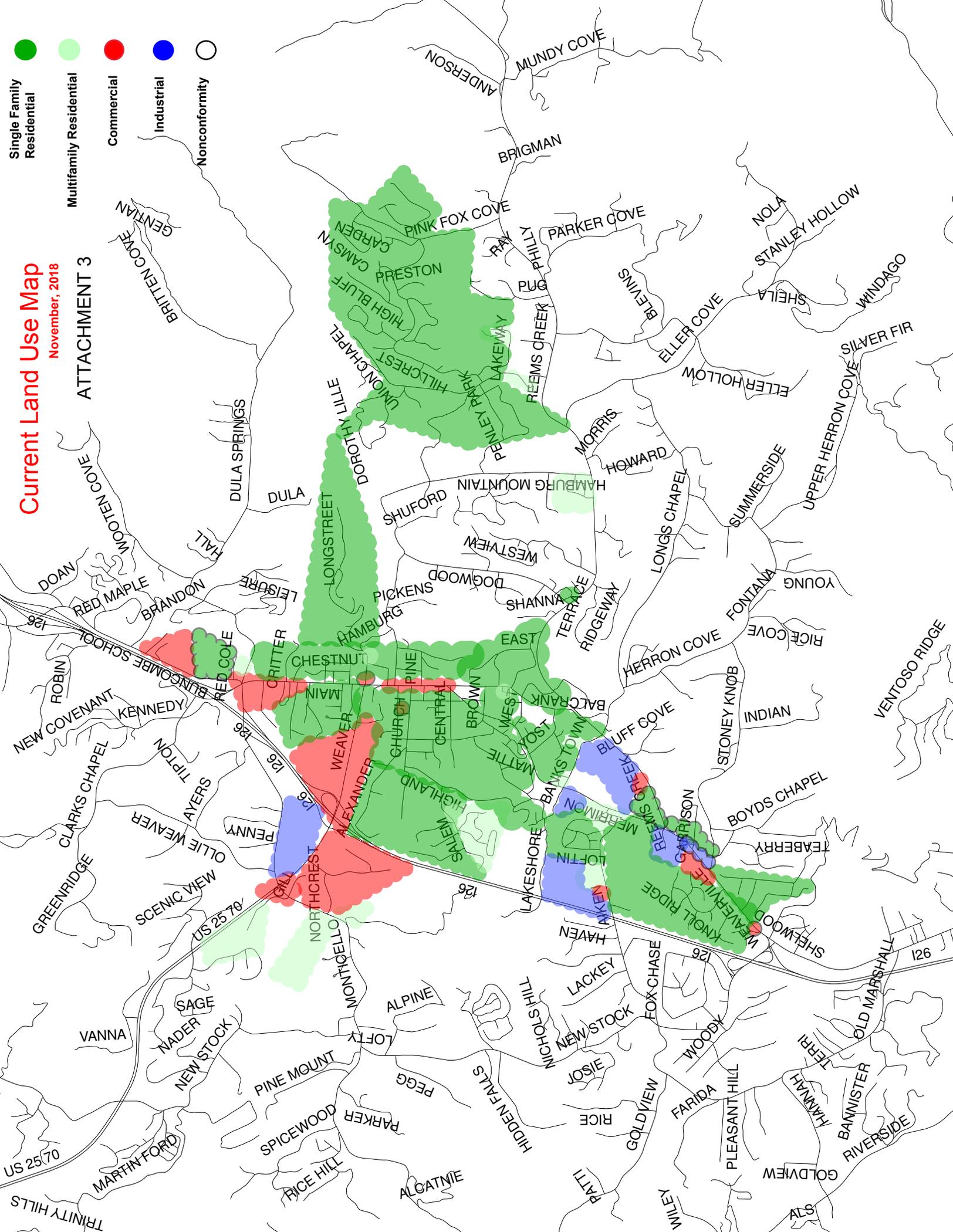


# Current Land Use Map

November, 2018

## ATTACHMENT 3

- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial
- Nonconformity





TOWN OF WEAVERVILLE - PUBLIC WORKS DEPARTMENT - WATER COMMITMENTS ATTACHMENT 5

Prepared by: Dale Pennell, Public Works Director

REVISED 09/11/2018

Water Line Status	Project with current commitment	Address	Description	Number of Units	Gallons per Connection	Projected Demand (GPD)
Design (outside town)	Doan Road Duplexes	near N Windy Ridge School	7 - 2 family duplexes	14	400	5,600
Construction	Sernus Creekside LLC	Creekside Village, Ph 4	84 3br. Residential Units	84	250	21,000
Construction (outside town)	Drew Norwood Windsor Aughty	Maple Trace Subdivision	145 Residential Lots	145	250	36,250
Construction	Sernus Creekside LLC	Creekside Village, Ph 5	38 3 Br. Residential Units	38	250	9,500
Construction (outside town)	Buckner (Wheeler) Project	Wheeler Road & Reems Creek	Residential Units	72	250	18,000
Construction	Water Pointe	Lakeshore & Quarry	Residential Units	21	250	5,250
Construction	New Homes at North Main	Lily Farm Road	Residential Units	46	250	11,500
Construction	Greenwood Park Phase 1 & 2	Reems Creek Village	19 Residential Lots	19	250	4,750
Permitting	828 North (aka Blue Ridge Crossing)	Garrison Branch Road	174 Unit Apartment Project	174	229	39,846
Permitting	Fairfield Inn	off of Weaver Blvd	104 Rooms	104	125	13,000
Permitting (outside town)	Amblers Chase Subdivision	Reems Creek Road	22 homes	22	400	8,800
Construction	Central Avenue Subdivision	44 Central Ave	7 homes	7	400	2,800
Permitting	Weaverville Townhomes	Monticello and Northcrest Dr	53 units	53	400	21,200
Pending	Hawthorne at Garrison Branch	Ollie Weaver Rd.	234 units (1, 2 and 3 bedrooms)	234	avg. 282	66,000
			Subtotal Current Projects			263,496
on-going	Existing but not active meter sets					
on-going	Projected inside-town vacant land development		164 open meter sets	164	250	41,000
on-going	Projected Outside-town-limit residential units			397	400	158,800
				50	400	20,000
			Subtotal On-going Projections			219,800
			<b>Total Outstanding Commitments</b>			<b>483,296</b>
COMPLETED	North Asheville Baptist Church	90 Griffee Road	Church	1	3000	3,000
COMPLETED	ASPCA	Murphy Hill Road	Animal Rescue Center	1	7000	7,000
COMPLETED	Sonic	Northridge Commons Parkway	Restaurant	1	880	880
COMPLETED	Hardees	61 Weaverville Blvd.	Restaurant	1		0
COMPLETED	Monticello Apartments	145 Monticello Road	168 Unit Apartment Building	168	250	42,000
COMPLETED	Drew Norwood Windsor Aughty	Lakeside Meadows	25 Residential	25	250	6,250
COMPLETED	10-20 Garrison Road	Garrison Road	7 businesses	7	400	2,800
CANCELLED	Monticello Commons Apartments	Monticello Commons	96 - 1 Bed Room Units 132 - 2 Bed Room Units 36 - 3 Bed Room Units	264	281	74,184
EXPIRED	Pleasant Grove MHP	Pleasant Grove Rd	12 - 2 bedroom units 2 - 3 bedroom units	12 2	250 400	3,000 800

\* Projections do not include any future flow to the Town of Mars Hill (200,000 GPD in current agreement and 400,000 in future)



# What about Weaverville's Water?

## FACT SHEET REGARDING THE WEAVERVILLE WATER SYSTEM

***“I’ve heard that the Town is expanding its water system. Is this true?”***

Yes. The Town routinely expands its water system with the construction of water lines. The most recent proposed project involves the construction of a water line along Clark’s Chapel Road and Ollie Weaver Road in order to provide for redundancy and improve water quality within the system.

***“Why does the Town need to expand its water system?”***

Water system infrastructure projects require long-term planning. In fact, the N.C. Department of Environmental Quality (DEQ) requires the Town to be actively planning for an expansion at the point that water usage reaches 80% of capacity and taking action to expand the capacity of the water treatment plant at the point that the plant reaches 90% capacity. As of September 2018, the Town is at approximately 70% capacity, including actual usage and commitments, and routinely receives new water commitment applications.

***“Is the Ivy River sufficient as a water resource?”***

Yes. DEQ has determined that the Ivy River can support up to a 4.0 million gallon per day safe withdrawal by the Town and has permitted that amount of water.

***“What amount of water can the Town’s water treatment plant currently process?”***

1.5 million gallons per day of the 4.0 million permitted.

***“Can the water treatment plant be expanded?”***

Yes. The water treatment plant was designed and built to be expanded as the system and its customer base grows. A DEQ permit is in place to allow an

## ATTACHMENT 6

expansion of up to 4.0 million gallons per day of withdrawal, which will allow the doubling of the current plant capacity.

***“Why doesn’t the Town buy water from the City of Asheville instead of expanding its system?”***

Town leaders are protective of the Town and its water needs and wish to make decisions independent of Asheville’s decisions regarding its water system. Purchasing water from Asheville would result in uncertain water charges, capacity and availability over the long-term.

***“Do Town residents’ tax dollars go to support the water system?”***

No. The water system is a public enterprise fund and must be self-supporting. This means that the water rates must be calculated to cover the operating expenses of the water system. General tax dollars are not used for operating expenses for the water system.

***“How is new development paying into the existing water system?”***

Water System Development Fees are assessed for all new development and represent a new water customer’s “buy-in” to the system. The amount is based on a recent study by an engineering firm and Town Council has elected to maximize these fees to closely align with that full “buy-in” cost.

In addition, developers are required to construct water lines at their own expense that are ultimately added to the Town’s water system infrastructure – thus saving the Town from the cost of constructing needed water lines.

***“Are water rates the only revenues to support the water system expansion?”***

No. In addition to water charges based on actual usage, other fees and charges include: system development fees, availability/commitment fees, and other fees as established by Town Council.

***“How are water rates calculated?”***

Water rates are set by Town Council each year with the adoption of its budget and annual fee schedule. In setting the water rates Town Council is guided by water rate studies that are performed periodically by engineering firms which look at the operational costs and anticipated revenues based on current and projected customers.

***“Do Town residents pay the same water rates as those who live outside Town limits?”***

No. The Town is allowed to charge different rates for out-of-town water customers. It has been a longstanding policy of the Town to charge out-of-town water customers double water rates.

***“Why are existing water system customers paying for the water treatment plant expansion when developers are building outside the Town’s limits?”***

An expansion of the water treatment plant is already necessary to meet the anticipated growth within the current Town limits. Offering water to outside customers helps to spread the capital and operating costs over a greater number of users which keeps the water rates more reasonable.

***“Why should people who live in town limits have to pay for the waterline expansion?”***

The current project for constructing a waterline west of the I-26 is primarily to provide a looped system to current in-town customers in the event a waterline fails. Looped systems also increase water quality within the whole water system.



***“What would a water treatment plant expansion cost?”***

If the Town goes forward with an expansion of the water treatment plant the capital project is expected to be around \$6 million. This is in addition to the \$3 million proposed for the construction of water lines along Clarks Chapel Road and Ollie Weaver Road.

***“How much will my water rates increase if the water treatment plant is expanded?”***

To maintain the fiscal health of the water system, it is expected that water rates will continue to be increased annually. The annual increase will likely be an average of 4% over each preceding year for the next 8 years.

***“How would a water treatment plant expansion be paid for?”***

In order to minimize the financial impact on water rates, this capital project would likely be financed with long-term revenue bonds.

***“Who regulates the water system?”***

North Carolina Department of Environmental Quality (DEQ) is the regulating authority for all public water systems. All operations and capital projects related to the water system are heavily regulated and monitored by this agency.

