

**Minutes of the Planning Board
Regular Meeting
May 14, 2026**

Members Present: Jim Robertson, (Chair), Lauren Rippy, Donna Waters, Betsey Zafra, Bob Johnson, Mark Russell, David McKinley, Kyle Gilgis, Tamara Peacock (Vice-Chair),

Members Absent: Laura Flores

Staff Present: Matthew Manley, Long Range Planning Manager, Lew Holloway, Community Development Director, Sam Hayes, Planner II, Angela Beeker, City Attorney

I Call to Order. *The Chair called the meeting to order at 4:00 pm. A quorum was established.*

II Approval of Agenda. *Ms. Gilgis moved to approve the agenda. The motion was seconded by Ms. Waters and passed unanimously.*

III Approval of Minutes for the meeting of March 12, 2026. *Mr. Johnson moved to approve the Planning Board minutes of the meeting of March 12, 2026. The motion was seconded by Ms. Rippy and passed unanimously.*

Approval of Minutes for the meeting of April 9, 2026. Ms. Gilgis moved to approve the Planning Board minutes of the meeting of April 9, 2026. The motion was seconded by Ms. Peacock and passed unanimously.

IV Old Business

V New Business

V(A) Conditional Zoning District – Carolina Village (26-25-CZD) Mr. Hayes gave the following background:

Mr. Hayes stated the City has received a conditional rezoning request for Carolina Village. This is, for those of you that don't know, Carolina Village is a retirement community located to the northeast of downtown Hendersonville. It borders Highway 26. The address is 600 Carolina Village Road. There are four separate parcels that are part of this rezoning. Three of them are R-15 zoned, and the main one, that is Carolina Village today is Planned Residential Development Conditional Zoning District. The total acreage for the property is 96.77 acres, and the proposal is to rezone this property to Urban Village Conditional Zoning District. The Future Land Use designation is Multi-generational Living. Mr. Hayes pointed out a few details on the site plan.

Mr. Hayes stated there are many different uses on the property. There's medical uses, there's restaurants. A bulk of it is residential. There's multifamily, single-family, and duplexes. Mr. Hayes pointed out where the proposed development is going on the site plan. He stated one of those three R-15 properties is located, directly adjacent to where the multifamily is being proposed.

A Neighborhood Compatibility Meeting was held on April 1st. There were four people present in person. There were four city staff and two from the applicant's team. The points of discussion were surrounding water runoff and adequate facilities for stormwater retention.

Mr. Hayes stated the applicant is proposing to rezone the entire property plus those three additional R-15 properties. However, in consultation with legal, we only reviewed the area around the new multifamily, which is located right here, for zoning compliance. So, things like building design, which there are design standards in the Urban Village Zoning District, the parking requirements, landscaping. The exception to that is that we did request for the tree canopy preservation to be calculated for the entire site. They meet that and exceed that requirement, as well as the open space requirement, which is calculated for the entire site. The entire site also met, also exceeded. And so, as we're thinking about this rezoning, we have just reviewed that area directly adjacent to the multifamily.

Site photos were shown and discussed and are included in the staff report and presentation.

The site plan was shown and discussed in detail and is included in the staff report and presentation.

Mr. Hayes stated the landscaping plan has been reviewed, it is compliant with our landscaping ordinance. The applicant is proposing, there's currently an existing single-family residential structure on the property. The applicant is proposing to demolish that structure and then plant some additional trees, and basically leave that property vacant. That will provide more of a buffer from just the buffer requirements that we have.

The developer has proposed one condition that would waive the TIA requirements, so in Urban Village, you have to do a TIA. However, the developer is arguing that the trip generation will be below the 100 peak hour trips and 1,000 daily trip threshold, that would trigger a TIA in other zoning districts, and then they also mentioned that many of the trips will be by golf cart. City staff has no issues with this developer proposed condition.

The city had no proposed conditions.

The Future Land Use map was discussed and is included in the staff report and presentation.

General rezoning standards for Comp Plan Consistency were discussed and are included in the staff report and presentation.

A draft Comprehensive Consistency statement was shown and is included in the staff report and presentation.

A draft reasonableness statement for approval and denial was included in the staff report and presentation.

Chair asked if there were any questions for staff.

Chair asked if staff could point out the area that was zoned R-15. Mr. Hayes pointed this area out on the site plan. He pointed out the three parcels that were R-15. Chair asked if the single family homes on those lots would be demolished. Mr. Hayes stated the applicant can speak to that. They did say that one of the homes would be demolished.

Chair stated and the entire R-15 that's currently zoned on the property is in Multi-generational Living on the comp plan. Mr. Hayes stated yes.

Mr. Johnson asked if the TIA plan, is that based on this project, normally mandated by the size of it? Is this normally waived? Mr. Hayes stated the Urban Village Zoning District that they are requesting to be rezoned to does have a requirement. So the condition is to waive that requirement in the Urban Village Zoning District. The other way that we trigger a TIA is through measuring the number of trips generated, and so that's the 100 peak hour trips, or the 1,000 daily trips. So there are two ways that you can trigger a TIA. So if it's in your zoning district, then you have to do it, unless you get a condition. And then if it triggers with those peak hour trips, then you also may have to do it. So if it's not in your zoning district, but you trigger it with those peak hour trips, then you would have to do a TIA, unless you get a waiver of some sort. Mr. Johnson asked so has one been done? How do we know the number of trips? Mr. Hayes stated so the trip generation, I will let the applicants speak to the trip generation component of this. The way that is done is, you don't do a whole study on that. There are calculations that you do in order to calculate those based off of the number of units that you proposed, the uses that you're proposing to do. I'll let the applicant speak to those calculations in more detail. Chair stated but an 80-unit apartment would not normally generate that number of trips. Mr. Hayes stated he did not think so.

Chair asked what about creating nonconformity, you mentioned that the only thing the city really looked at was the site where the 80-unit apartment's going to go. By rezoning it to Urban Village, would it create nonconformity throughout the project, the rest of the project? Mr. Hayes stated so, the short answer is potentially. We did not do a comprehensive look at every single aspect of this project. The way that that would work is if you all and then ultimately City Council rezoned, this property, and actually if this was ultimately rezoned, there's a threshold that you have to meet in order to bring a nonconforming structure into compliance with our zoning ordinance. And so, if they pass that threshold, then they would have to meet the Urban Village standards. That means it could have to come back to you all. If it's a major modification of the conditional zoning, then they may have to come back and have it reviewed again. If it's not a major modification, which the threshold for that is 10%, then staff could review that, but we would be reviewing it under the Urban Village standards.

Chair stated I guess where I'm going with that is, isn't there a state law that says you can't create nonconformity through rezoning. Lew Holloway, Community Development Director stated yes, there is. We cannot do that unilaterally. In this case, both the property owner and the city are requesting the rezoning. Even in a standard rezoning, if the applicant consents, we can downzone and create a nonconformity. That's what's happening in this case as well.

Ms. Peacock stated we don't have any obligation to notify them that they're doing that. Mr. Holloway stated staff talked with them about that.

Chair asked if the applicant plans on turning this all into one parcel. Mr. Hayes stated he did not know but that could be a great question for the applicant.

Mr. Hayes noted the one parcel that is serving as the extra buffer, is currently going through the annexation process. So, it's currently in the ETJ, if City Council ultimately approves it, then it would be in the city. Chair stated the other two parcels are already in the city? Mr. Hayes stated that's correct.

There were no further questions for staff.

Chair asked if the applicant would like to address the Board.

Kevin Parries stated he is the CEO of Carolina Village. He has been there for 23 years, and so he practically lives at 600 Carolina Village Road, even though that's not his primary residence. He stated

Carolina Village was founded back in the 60's on a vision of one individual that thought about who was going to take care of her when she grew older in Henderson County. There was actually no retirement living or any type of residential living for older adults at that time, so she took her idea to her physician that she trusted really well, Dr. Ken Cosgrove. He took that to the Chamber of Commerce and that process took almost a decade, because we opened our doors in 1974 after their 10-year research and pre-sales, which is part of this project that we had on our campus. We do have the full continuum of care. We have independent living. We do provide an independent living support, so those individuals can stay in their apartment or their cottage longer than they necessarily would need healthcare. Independent living would then move over to an assisted living complex, which we have 60-bed, private room assisted living on our campus and a medical center, which is a skilled nursing facility, which we do rehabilitation as well. Part of that, residents have full guarantee to those access in and out of that continuum as they desire and as they want to have that, as part of their contract in living at Carolina Village. We are a 501C3 not-for-profit. We are one of 69 CCRC's in the state of North Carolina. We're the only Type A retirement community, identified by the Department of Insurance and the Special Entity Program through the General Statutes in Henderson County. There are other retirement assisted livings and skilled nursing. We're the only ones that have that distinction here, and we've been very proud of that for the over 50-year history. Part of our obligation not only to our residents, but to the greater community. This is just some of our outreach that we do. We partner with over 85 other not-for-profits to make Henderson County stronger over the time periods that we all are part of living here and working here.

Mr. Parries stated and then today, we actually have 556 residents that live at Carolina Village. We have 390 employees. We're very proud to be one of the top 15 employers in Henderson County. We have 98 acres, that includes the two acres that is part of what we asked to annex into the city, that we just purchased about two months ago. That's that piece that you saw that Sam brought out and identified. We have 135 independent living cottages and currently 250 with those assisted living and skill beds. Our youngest residence is 65. You must be under the General Statute in the state of North Carolina, 62 years of age, to live at Carolina Village. But our oldest resident is 104, so we serve almost five decades of individuals. We now have over a thousand people on a waiting list to move in, and they put their name on that waiting list, and they have first rights to select the units on that end of it. And we're also very proud, until Sierra Nevada came into town, we were the largest kitchen, now we're the number two sized kitchen, and we do those community outreach programs, like the congregate meal program for the Council on Aging and those other organizations here in town, and working with different agencies to help make sure that we meet the needs here in the community. So I'm going to turn it over to our architect, and he will kind of share our project. We're very excited about this project moving forward so we can meet the needs of our Henderson County residents.

Bud Hart, architect with SFCS stated his name for the record. He stated they have been working with Carolina Village for over a year developing this project. It is a 60-unit independent living that they are developing for them. They have units in this particular building that are going to be anywhere from one-bedroom, around 1,100 square feet, up to 1,800 square feet. They have about fourteen of those. The workhorse of this building is going to be about a 1,400 square foot, two-bedroom, two-bath. They are trying to attract a sort of younger generation of people. It's a modern-type building. On the site that they were offered, it is sitting up a bit on a hill, but cascades sort of down as you follow Carolina Village Road. So, respectful of the site, we tried to also have our building stepping down. That offered us an opportunity to not only develop a wellness center that Carolina Village wanted to see brought onto this particular site, but also the possibility of a rooftop terrace, that would be an amenity that all of the people from the campus could use. This building is intended to be a destination on the campus, because it's not connected to the main legacy buildings that are there right now, or the kitchens or commons. We're hoping that this will draw people also to another part of the campus that they'll want to visit that, and come and not only use the upper terrace, which has amazing views to the west, looking out towards the mountains, but also to the south. But then also use the fitness center to increase the trend of wellness that we're seeing a lot happening as we're moving through CCRC's and developing these types of buildings.

Tom Jones, with WGLA Engineering stated his name for the record. They are the Civil and Site Engineers for the project. He stated the one good thing about the master plan in this case, this plan really does show the buffering from the project to the Country Acres, the neighboring subdivision. So with that parcel that's being annexed, you really can see the large amount of buffering that's going to be provided. He discussed the tree canopy preservation, which he thinks is a really important component, we're still going to have 91% of the existing tree canopy preserved after this project is complete, where 30% would be the requirement. The project does have the Urban Village components, like there's going to be a seven-foot sidewalk along Carolina Village Road. There'll be planting beds and a pergola for the common space along the road. There's golf cart parking, and we're going to have a couple drop-offs.

Mr. Jones stated stormwater management was a concern for some of the neighbors at the Neighborhood Compatibility Meeting, and in this case, we're proposing a subsurface stormwater chamber system to control and treat the runoff per the city's typical requirements. In addition to that, the outlet for the system would be directed away from Country Acres. It'll be going towards the north to the existing wet pond that's already on the campus. So the flow, the water will actually be treated twice, because it'll be treated as part of this project, but then, ultimately, it's going north to the existing pond, and the pond handled Hurricane Helene, with flying collars. There was no issues whatsoever, so we feel really good about stormwater management for the project. This project provides additional housing for Carolina Village, and therefore the City of Hendersonville, which is needed, the senior housing in this case. It's providing adequate buffers in terms of the landscaping, preserving the tree canopy. It's going to provide proper stormwater management. Staff has identified that it meets the city standards established by the Urban Village zoning, and we believe it's consistent with the range of goals in the Gen H plan, and we'd appreciate your approval.

Mr. Jones stated in the Urban Village you are required to do a TIA no matter the size of the building. Most of the zoning districts in the city do not require outright. It's based on the number of actual trips. Urban Village and Urban Residential have the automatic component. He started 100 peak hour trips is one of the triggers or 1,000 daily trips generated. So if your project generates one of those two peaks, you would have to do a traffic impact analysis. The calculation we provided, signed and sealed, to the city, shows this project would generate 20 peak hour trips in the AM, in the morning peak, and 15 peak hour trips in the PM, the evening peak. So it's like a fifth of the trips that would trigger a TIA, by the normal requirements. The daily trips is 1,988, which is also about a fifth of the 1,000, so it's well below the normal triggers. The other thing is, a lot of the trips in this case will be internal, because we have the facilities on the campus, so you could drive, if you needed to, or wanted to, to the dining hall, or to the restaurants, and so you're not even generating a trip off campus. So these numbers I just gave you don't even capture those numbers, so it's actually lower than that. It also doesn't capture the fact that some of these trips will be by golf carts. So, that's the justification for believing it's very reasonable to waive a requirement for a TIA.

Chair asked if anyone had any questions for the applicant.

Ms. Zafra stated I know there's going to be a Clear Creek Greenway right there. So, will the residents be able to go on the golf carts to the trail? Mr. Parries stated yeah, so we are actually very excited about the Greenway project to be done. So, if you kind of look right here, we have what we call the clubhouse, and there is that road, there's a stormwater road that we work with the city. There's a sidewalk that will go down to that greenway that will connect them to that. There's another entrance here at the very end of this building, which is at the end of our campus, which is our back entrance gate off of Clear Creek. There's access there to the right as soon as you come out that gate, to get onto that greenway. We're ready for that to happen. It got delayed because of Helene, so we're excited about that, and our residents are ready for it.

Chair stated the intersection of Four Seasons Boulevard and Carolina Village Road and Orrs Camp Road is obviously a disaster. It takes a long time, it backs up all the time. Talk about the gate at Clear Creek Road. Who can go in and out of that gate? Mr. Parries stated the entrance of the gate of the back of Carolina Village, that is for staff and employees only, so we encourage them to actually utilize that to come

through. It is a barcode system, so they would have to go in through that barcode. You can't push a code or reach the man gate, which is at the front of that.

Chair asked how many residents are there? Mr. Parries stated there's currently 556 residents. Chair stated they only have one way in and out. Mr. Parries stated they have two ways, they come off of Four Seasons Boulevard or the Clear Creek Road. Chair stated so they can come in off of Clear Creek Road? Mr. Parries stated they can come in and they can go out off of Clear Creek Road as well. Chair stated residents? Mr. Parries stated yes. Chair stated okay, because I thought you just said it was for staff. Mr. Parries stated it's for staff and residents. It's not for general public. The fire department and police and EMS can get through there. They have a code, but they also have siren detection on those gates that it will open. Chair stated every resident has the ability to enter or exit at Clear Creek. They don't have to go out Four Seasons. Mr. Parries stated yes.

Chair asked about the stormwater getting treated twice. Mr. Jones explained this.

Chair asked about the property just recently acquired and asked if the structures would be torn down. Mr. Parries stated we don't have any plans or any goals to do that. There is a single-family dwelling and some storage on there. That was a rental home, and so we're going to plan to demolish that, and that's where we would like to put up additional trees to buffer between Carolina Village and the Country Acres.

Chair stated it seems like a piece of property with structures on it would be fairly expensive to purchase just to buffer. Mr. Parries stated we purchased the five acres that this part of this property was on about ten and a half years ago. There were some estate issues, and so we went through the estate to get that with their successors that own that piece of property just the last couple of months. We just did that just so we can provide privacy for Carolina Village, as well as Country Acres.

Chair asked are you planning to turn this all into one parcel? Mr. Parries stated our goal is we would like to make this all one parcel, ultimately.

Chair asked what the height of the structure would be. Mr. Jones stated 56 feet is what they calculated. Mr. Parries stated the building is four stories.

Discussion was made on the tree canopy for the 5.19 acre site. Mr. Jones stated it is a combination of preservation plus plantings on the five acre site.

Chair opened public comment.

Brett Werner, 706 Goldfinch Drive stated I work for the state of South Carolina, I sit on the City's Board of Adjustment, and I am a candidate for City Council. These comments are my own, do not reflect those of my employer, my fellow board members, nor reflect my campaign. Carolina Village is undoubtedly an asset to our community, but as a city, we have to look at the fiscal reality of how we grow, and how we pay for that growth. Currently, the Carolina Village campus sits at an assessed value of roughly \$112 million. Because of its statutory non-profit status, that entire footprint is completely off of our municipal tax roll. To put that in perspective, Carolina Village alone accounts for over one-third of the City of Hendersonville tax-exempt properties. Last year, the city bypassed over \$580,000 in potential property tax revenue from this single campus. Since its inception, we're talking about tens of millions of dollars. Now, they were asking to rezone and expand. With expansion comes impact. More density means more stormwater runoff to manage. It means increased wear on our local infrastructure. In fact, to your point, the intersection of Four Seasons Boulevard and Carolina Village Road is already ranked by the Hendersonville Police Department as one of the top five crash locations in the entire city. I understand the limits of North Carolina law, and that under Chapter 160D, the board, nor City Council, nor staff can legally mandate a payment in lieu of taxes or a pilot as a condition for rezoning. However, the law does allow for the developer to voluntarily offer one. If

Carolina Village brings forward this massive expansion without voluntarily offering a pilot agreement, they are taking the City of Hendersonville and our municipal services for granted. They are asking to benefit from the safety, infrastructure, and resources of the city while passing the check on to everyone else. While the expansion of the scale pays zero into the tax base, the cost of its services it consumes doesn't just disappear. The financial burden shifts directly onto the shoulders of everyday taxpayers. A true community partner recognizes the strain they place on the system and steps up to offset it. I asked the Planning Board to press the applicant on this issue, and if Carolina Village wants the privilege of an Urban Village Conditional Zoning District, they should voluntarily commit to a pilot agreement to help fund the city's services they rely on.

Chair closed public comment.

Chair stated based on the public comment, can rezoning ever force a non-profit to pay property tax? Angela Beeker, City Attorney stated you can ask. Remember, we were talking about that in the training about the like to have, but, or what you can require? This, you can't require. So if you ask and they said no, you couldn't turn it down on that basis. Chair stated so they could ask for a condition. Ms. Beeker stated you can ask, but if they say no, you can't hold it against them. Ms. Beeker stated they are not exempt from impact fees. They are only exempt from property tax.

Mr. Parries stated Carolina Village does not pay property tax, and we do have that privilege and honor to be able to get that. So we actually do partner with the Hendersonville Fire Department, because we do utilize their services from the city a lot, and so we actually partner with them on many different things. For example, we offer 100% training for all their staff, so we pay tuition in their books for those that would like to do that, and we have done that for about 60 city fire departments, so that helps not just to keep the city from having to pay those, or the individual fire department to be able to do it. We also help buy their equipment, those type of items. The Police Department, thank goodness we don't have to use a lot, but we do kind of partner with them in different aspects on our campus, and through the city as the needs arise. But the other services from the city, we actually do ourselves. We maintain our own roads, we do our own trash, those type things, so we don't ask for the city to provide those services. That would be part of the things that the property tax would help pay for. And we do pay the Hendersonville City for any type of utilities and those type of things, and we pay for those services, water, sewer, gas.

Ms. Zafra moved the Planning Board recommend City Council adopt an ordinance amending the official zoning map of the City of Hendersonville changing the zoning designation of the subject property (PINs: 9579-18-3554, 9579-08-2767, 9579-37-5327, and 9579-37-6200) from PRD CZD (Planned Residential Development Conditional Zoning District) and R-15 (Medium-Density Residential) to UV-CZD (Urban Village Conditional Zoning District) based on the site plan and list of conditions submitted by and agreed to by the applicant [dated 3/24/26], and presented at this meeting and subject to the following: 1. The development shall be consistent with the site plan, including the list of applicable conditions contained therein, and the following permitted uses:

- a) ***Adult care centers registered with the NC Department of Health and Human Services***
- b) ***Accessory uses & structures***
- c) ***Dance, health & fitness facilities***
- d) ***Neighborhood community centers***
- e) ***Offices, business, professional and public***
- f) ***Personal services***
- g) ***Restaurant***
- h) ***Residential dwellings, single/two/multi-family***

2. The petition is found to be consistent with the City of Hendersonville Gen H 2045 Comprehensive Plan based on the information from the staff analysis and because: The petition is consistent with a range of Goals, Guiding Principles, and the Future Land Use Designation of Multi-Generational Living as defined in Chapter IV of the Gen H Comprehensive Plan. 3. We find this petition to be

reasonable and in the public interest based on the information from the staff analysis, public hearing and because: 1. The petition provides additional housing. 2. The petition provides an adequate buffer between the multi-family and single family housing on adjacent properties. 3. The petition will adequately address stormwater through the use of existing stormwater retention facilities. Ms. Gilgis seconded the motion which passed unanimously.

VI Other Business – Ms. Beeker stated the Housing Summit would be May 27th at Hendersonville High School at 5:30 PM.

VII Adjournment – *The meeting was adjourned at 4:49 pm.*



Tamara Peacock, Vice-Chair